

SOUTH BAYSHORE

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SOUTH BAYSHORE PLAN

Proposal For Adoption

THE CITY AND COUNTY OF SAN FRANCISCO DEPARTMENT OF CITY PLANNING

May 1991



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SOUTH BAYSHORE PLAN

A Proposal For Adoption

May 1991

DEPARTMENT OF CITY PLANNING

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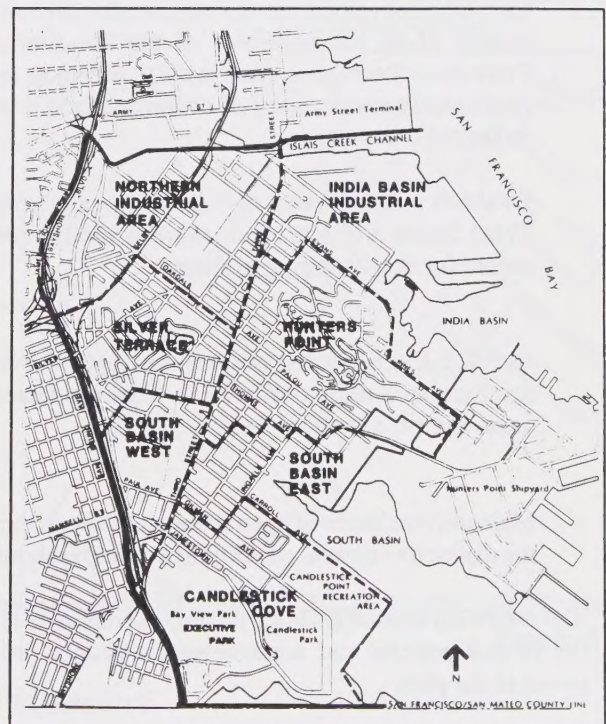
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SOUTH BAYSHORE

INTRODUCTION

This is a plan for guiding future conservation and development of the South Bayshore district of San Francisco. The plan sets forth objectives, policies, and implementation guidelines according to the following elements: Land Use, Transportation, Housing, Commerce, Industry, Urban Design, Recreation and Open Space, Community Facilities and Services, Public Safety, and Energy Conservation. Existing development policies for South Bayshore are contained in the South Bayshore Area Plan of the Master Plan of San Francisco, originally approved by the City Planning Commission on February 19, 1970. This plan is designed to replace these existing development policies.

The South Bayshore Plan for Adoption is based upon community input received on the South Bayshore Draft for Citizen Review published in February 1989. The Draft for Citizen Review was distributed to a wide variety of citizen groups and individual residents, merchants and property owners, both within South Bayshore and the city as a whole. Input was received from early February through April 31, 1989. Also during this period the New Bayshore Committee, an umbrella organization for the South Bayshore district, sponsored a series of community wide meetings for in-depth citizen review and comment on the draft plan. These meetings were held on six consecutive Saturdays run-



South Bayshore
SOUTH BAYSHORE SUB-DISTRICTS

Figure 1

ning from March 4, 1989 through April 8, 1989. A set of formal citizen recommendations on the plan was developed from these meetings and approved at a general session of the full New Bayview Committee on April 19, 1989. A copy of these recommendations is included in the Appendix. Also included in the Appendix is a summary of comments received from other community groups and residents during the citizen input phase.

KEY FEATURES OF PLAN

Key features of the plan include the following objectives:

- Steer future growth to conform to the existing land use pattern.
- Shape future growth to stimulate revitalization of Third Street and maximize housing, economic, and employment opportunities for existing Bayview Hunters Point residents.
- Encourage development of a new residential community along the perimeter of the Candlestick Point State Recreation Area through rezoning approximately twenty acres of underused land from industrial to residential.
- Establish a step-by-step approach for revitalizing Third Street and making it more attractive and secure for new quality apartments.
- Develop transportation improvements to encourage industrial truck traffic away from residential areas and off of surface streets.
- Maintain and improve open space areas to enhance the distinctive natural qualities of South Bayshore.

The following section gives the underlying rationale for the overall policies and implementation actions proposed in the plan.

OVERALL POLICY STRATEGY

The overall goal of the South Bayshore Plan is to shape future growth to stimulate social and economic revitalization of the district in conformance with the existing land use pattern and structure. The key to the strategy

for achieving this goal is how to best take advantage of the strong demand for housing growth presently occurring in the district. South Bayshore is a predominantly residential and industrial district. It has strong private market demand for housing growth but relatively weak market demand for commercial and industrial growth. The plan strategy is to shape the strong demand for housing in such a way as to help strengthen the demand for commercial growth and revitalization, particularly along Third Street. During the fifteen to twenty year time horizon that the South Bayshore plan is likely to be operative, this strategy is considered essential for sound social and economic revitalization of Bayview Hunters Point and for achieving balanced long range growth that is in the best interest of the city as a whole.

IMPLEMENTATION

The implementation recommendations in the South Bayshore Plan cover two areas:

- Zoning standards for controlling the long range build-out of the South Bayshore district.
- Guidelines for revitalization actions.

Zoning

The zoning changes proposed in the plan would be incorporated into the City's planning code if approved. Zoning would then serve as the steering mechanism for carrying out the overall policy strategy. Implemented by the Department of City Planning, it would be the means by which new housing growth in South Bayshore is steered to appropriate sites in existing and newly established residential and neighborhood commercial areas and by which land in industrial areas are conserved for future economic development option. In those cases where vacant and underused individually zoned land is considered unsuitable for attracting long range viable industrial growth, the plan proposes rezoning such industrial areas to residential. Zoning assures that the location, form, and type of physical development taking place in the district is consistent with the goals and objectives of the master plan.

Revitalization Guidelines

Revitalization guidelines consist of recommendations in the plan for program actions that could be taken by the Redevelopment Agency, the Housing Authority, the

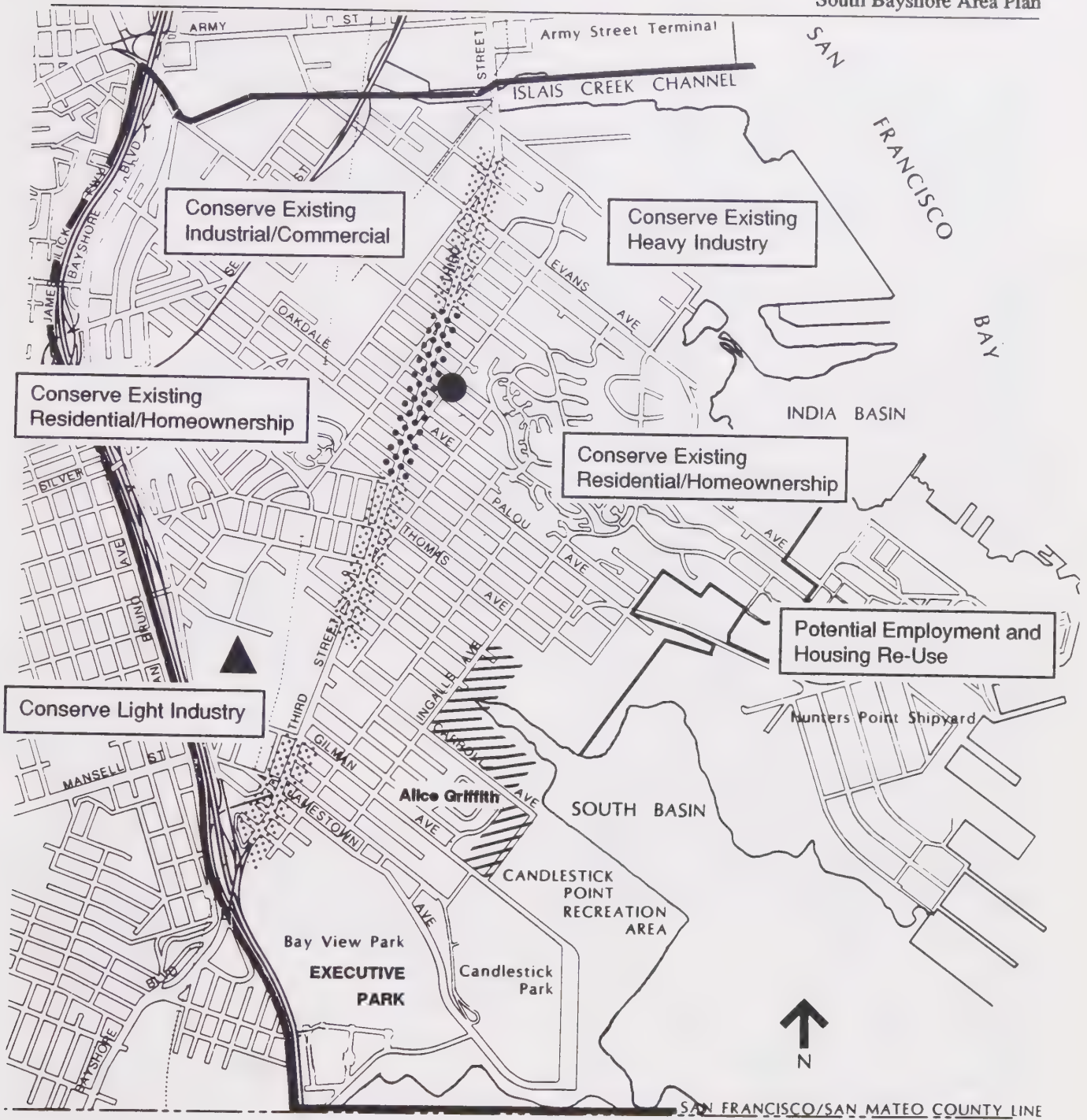





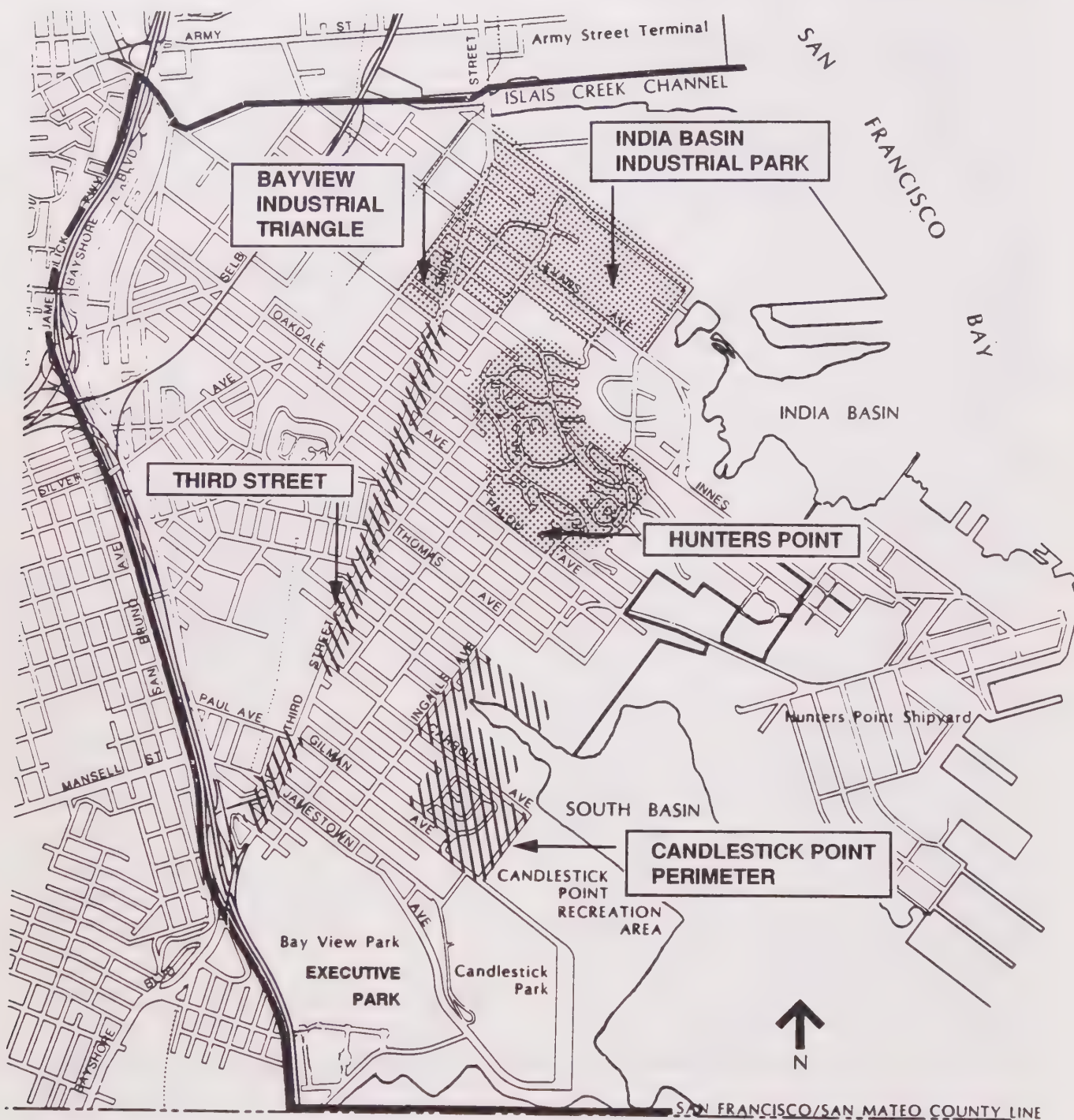


Figure 2

South Bayshore CONSERVATION AND REVITALIZATION PROGRAM SUMMARY

- | | | |
|--|--|---|
|  Moderately Low Density Housing |  Neighborhood Commercial Core |  Major Development Opportunity Site |
|  Complementary Growth Centers - Apartments |  Cultural Activity Center | |



**South Bayshore
EXISTING REDEVELOPMENT PROJECTS AND PROPOSED REVITALIZATION AREAS**

Figure 3



Existing Redevelopment Projects



Proposed Revitalization Areas (Boundaries Approximate)

Mayor's Office of Business and Economic Development, the Mayor's Office of Housing, and community-based organizations to deal with social and economic issues facing South Bayshore. Various parts of South Bayshore are in a state of social and economic decline because of a lack of private development interest. The revitalization actions identify the public actions that can be taken to make these parts of the district more responsive to private market demand in a way that addresses such problems as poverty, unemployment, and lack of local business opportunities.

Since the Master Plan represents official policies of the City and County of San Francisco, they apply to all City departments and agencies. The revitalization guidelines in the South Bayshore Plan are an effort to bridge the gap between the broad revitalization objectives in the plan and the specific responsibilities that a given City agency, such as the Redevelopment Agency or the Housing Authority, may have for meeting these objectives.

The plan includes two specific projects that are indispensable for implementing its revitalization objectives. These include:

- The Candlestick Point Perimeter rezoning.
- Third Street revitalization.

Each of these projects is significant because of its potential for generating significant multiplier benefits of districtwide and citywide impact. They should receive priority for whatever resource commitments the City makes for the revitalization of South Bayshore. They appear to be prime candidates for allocations of tax increment financing, if such financing is determined to be appropriate for aiding in the revitalization of South Bayshore.

Candlestick Point Perimeter

This project involves the rezoning of over twenty acres from industrial to residential, thereby creating the potential for a new community of approximately 1000 units at prime location. It is important that this rezoning be supplemented by a housing program which targets a significant portion of the new units for ownership at price levels that are affordable by existing Bayview Hunters Point residents. The shortage of affordable housing crisis affecting San Francisco as a whole is

perhaps more acute in South Bayshore than in most other districts of the City because average incomes in South Bayshore are significantly lower (forty percent less than the city average) while the cost of housing is going up at a higher rate of increase. Scarce citywide resources for affordable housing must be used with maximum economic efficiency in South Bayshore so they can reach the widest range of low and moderate income households. One way of achieving such efficiency is through area-specific concentration of resources. As a large area-specific project, the Candlestick Point Perimeter is ideal for such concentration. Affordable housing objectives for this project should be designed in a way that avoids the low income project stigma that has plagued many parts of Bayview Hunters Point for a long time. Accordingly the plan recommends the affordable housing for this proposed project be ownership units and that the project as a whole include some quality market-rate housing for attracting middle-income households.

Third Street Revitalization

Third Street deserves high priority for resource commitments because of its potential to serve as a catalyst for revitalizing the total district. As the main thoroughfare for South Bayshore, Third Street has a central role in influencing investment attitudes and decisions about the district. The unattractive physical appearance and seedy economic character along key portions of the street form probably the biggest deterrent to healthy private investment in South Bayshore. The South Bayshore Plan has step by step guidelines for revitalizing Third Street. Implementation of these guidelines would require major commitment of public and private resources for the following uses:

- New senior housing.
- Physical improvement and beautification of the Bayview Opera House and its immediate environs.
- Customized business assistance services to encourage existing merchants and local commercial property owners to provide a healthier variety of retail uses and develop attractive well designed housing over commercial structures that are characteristic of vibrant neighborhood commercial areas in other parts of San Francisco.

These programs would be preconditional to encouraging development of three and four story market-rate apartment housing on the street. When Third Street is attractive and secure for such housing, it will have the market structure needed to become an economically vibrant commercial district on a self-sustaining basis.

LAND USE

ACHIEVE FAVORABLE BALANCE AMONG RESIDENTIAL, INDUSTRIAL, COMMERCIAL AND OPEN SPACE USES; STIMULATE DEVELOPMENT IN UNDERUSED AND DECLINING AREAS; PROTECT LOW SCALE PHYSICAL CHARACTER; INCREASE PEDESTRIAN-ORIENTED NEIGHBORHOOD COMMERCIAL AND SOCIAL ACTIVITIES.

Overall South Bayshore has a well established and generally sound land use pattern. The residential and industrial areas which form its primary land uses are largely built up with a low building horizon. The residential areas generally consist of single family homes in sound condition. The industrial areas range from heavy industrial and large-scale commercial uses in the northern section of the district to light industrial uses, primarily warehousing, in the middle of the district. Except for South Basin which is located between residential areas on both sides, most industrial areas are physically insulated from residential areas.

While the structure of the overall land use pattern is sound, the district nonetheless lacks the vitality and vibrancy that exists in most other San Francisco districts. To some extent, this is due to the low density demographic structure of South Bayshore and the low building scale. It is also due to a lack of development in many areas. While each use area is largely built up, each also has a fairly large amount of vacant and underused parcels. For example, Bayview Hill, a major residential area, is largely undeveloped. Hunters Point Shipyard, the single largest industrial area in the district, has not been fully utilized since its closure as a naval ship repair facility in 1974. And much of the eastern edge of the South Basin industrial area along the State Park is vacant and underused. Of these larger vacant and underutilized areas in South Bayshore, the eastern edge of industrially-zoned land in South Basin is probably the most problematic in terms of fostering land use disharmony. Located adjacent to the State Park, a healthy light industrial area, a public housing

project, and single family residential areas, it functions as a sort of 'no man's land' where illegal dumping and vandalism are common. Building up this area to clarify and improve the relationship between the diverse adjacent healthy uses could be of significant benefit to the district as a whole.

The lack of vitality and vibrancy in South Bayshore's land use pattern is also due to social and economic factors. In many ways, the district's economy has never fully recovered since the closure of the shipyard in 1974. The shipyard has traditionally functioned as the economic base of the Bayview Hunters Point community. The loss of jobs and income associated with the closure of the naval ship repair activities at the shipyard has exacerbated social and economic problems in the district. These problems are most visible on Third Street. Very few South Bayshore residents shop regularly on Third Street, even though it is centrally located in relation to the residential neighborhoods. They are deterred by the general unattractiveness of many portions of the street, the lack of variety in essential neighborhood-serving retail uses, the empty storefronts, and the overconcentration of liquor stores. Third Street has assumed this character during the years since the closure of naval ship repair activities at the shipyard. Closure of the shipyard coupled with a dramatic decline in population due to clearance of the old war housing on Hunters Point Hill undercut the market structure needed to make Third Street a vital shopping area. Presently there is little incentive for private investment on the street. Public actions will be needed to make it more responsive to private market activity.

Problems on Third Street, underuse of the eastern edge of South Basin, as well as the underused state of Hunters Point Ship Facility, suggest that the key to policies for revitalizing South Bayshore is to increase housing, employment, and income opportunities within a framework that conserves and enhances the existing land use pattern. The amount of vacant land, concentrated and dispersed, that exists in South Bayshore provides ample room to stimulate major housing growth without diminishing the low density family orientation of existing residential areas and without threatening the economic vitality and growth of established industrial areas. Stimulating revitalization of Third Street presents a special problem because most of it is already built-up and because the existence of major social problems places a formidable constraint on the ability to remarket the land for healthier uses. Nonetheless, over the long run, an increase in population, along with efforts to increase

TABLE 1
GROSS POPULATION DENSITIES, 1985
South Bayshore, Geary Corridor, and The Northeast

POPULATION AND LAND AREA	DISTRICT		
	South Bayshore*	Geary Corridor**	Northeast***
Population	25,291	66,844	64,640
Land Area:	3,178	2,046	1,179
Residential	515	932	308
Commercial/Industrial	1,235	234	385
Streets & Highways	909	563	39
Developable Land	118	8	67
Population per acre of residential land	49.1	71.7	209.8

* South Bayshore, for this table, is bounded by Army Street, the San Francisco/San Mateo county line, the James Lick Freeway, and the bayline. It includes the communities of Silver Terrace, Hunters Point, Bayview, Islais Creek, India Basin, South Basin, Bayview Park, Candlestick and Little Hollywood.

** The Geary Corridor is bounded by Arguello Boulevard, the Great Highway, Golden Gate Park, and the Presidio/Sea Cliff/Lincoln Park. It includes the communities of Inner Clement, Outer Clement, Geary Boulevard, Arguello, Balboa, Golden Gate, and Point Lobos.

*** The Northeast is bounded by the northeast shoreline, Van Ness Avenue, and Sacramento Street/California Street/Sutter Street. It includes the communities of Russian Hill, Telegraph Hill, North Beach, Nob Hill, Polk Street, and Chinatown.

SOURCE: Association of Bay Area Governments (1985)

employment and raise income among existing residents, should provide the necessary market stimulus to begin to change the general character of Third Street and attract healthier uses.

OBJECTIVE 1

CONSTRUCT HOUSING AT KEY LOCATIONS, THUS ESTABLISHING A LARGER POPULATION BASE WITH ADEQUATE INCOMES TO SUPPORT NEIGHBORHOOD-SERVING COMMERCIAL ACTIVITY; DEVELOP A CLEARER RELATIONSHIP AMONG LAND USES.

POLICY 1

Encourage new housing growth along the perimeter of the Candlestick Point State Recreation Area.

One strategic subarea for stimulating new housing growth, and thereby building up the population base of South Bayshore, is along the perimeter of the Candlestick Point State Recreation Area. The boundaries of this subarea are shown in Figure 4. A description of existing characteristics and estimates of potential housing growth are shown in Table 2.

TABLE 2 CANDLESTICK POINT PERIMETER Potential Housing Growth				
EXISTING CHARACTERISTICS				Moderate/ Low Density (36 units/acre)
Affected Blocks	Lot Area (Approximate S.F.)	Uses	Zoning	Potential Housing Growth
4827	120,000	Auto Wrecking	M-1	100
4832 (portion)	40,000	Light Industry	M-1	33
4845	120,000	Underused Industry	M-1, P	100
4846	120,000	Open Storage	M-1	100
4851	120,000	Lumber Yard	M-1	100
4852	120,000	Vacant	M-1, P	100
4877	120,000	Underused Industry	M-1	100
4878	120,000	Underused Industry	M-1	100
4884 (portion)	120,000	Vacant	RM-1	100
TOTAL	1,000,000s.f. 23 acres			828 Units

This subarea covers over twenty acres. The majority of this acreage, over eighty percent, consists of vacant and underutilized land southward of the Yosemite Slough between the State Recreation Area, Alice Griffith Housing project and Candlestick Park. Most of the land is currently zoned M-1, but with the establishment of the Candlestick Point State Recreation Area as the primary adjacent use, it is becoming more suitable and marketable for housing. The Yosemite Canal is proposed as a wetlands area. Parcels immediately surrounding the slough presently include uses, such as auto wrecking yards, that would not provide a positive supportive environment for the proposed wetlands area. These parcels should be rezoned for residential use in a way that enhances development of the Yosemite Slough as the proposed wetland for the State Park.

The Alice Griffith public housing project to the west which is scheduled for improvement should be incorporated in an overall program to stimulate new housing growth. The Alice Griffith site includes a large tract of vacant land, over 120,000 square feet, owned by the Housing Authority. This provides an opportunity for the Housing Authority to be a major partner in the overall housing development proposed for the Candlestick Point Perimeter area and assure that the total amount of new housing include a mixture of middle, moderate, and low income housing units that is reflective of the current demographic character of South Bayshore.

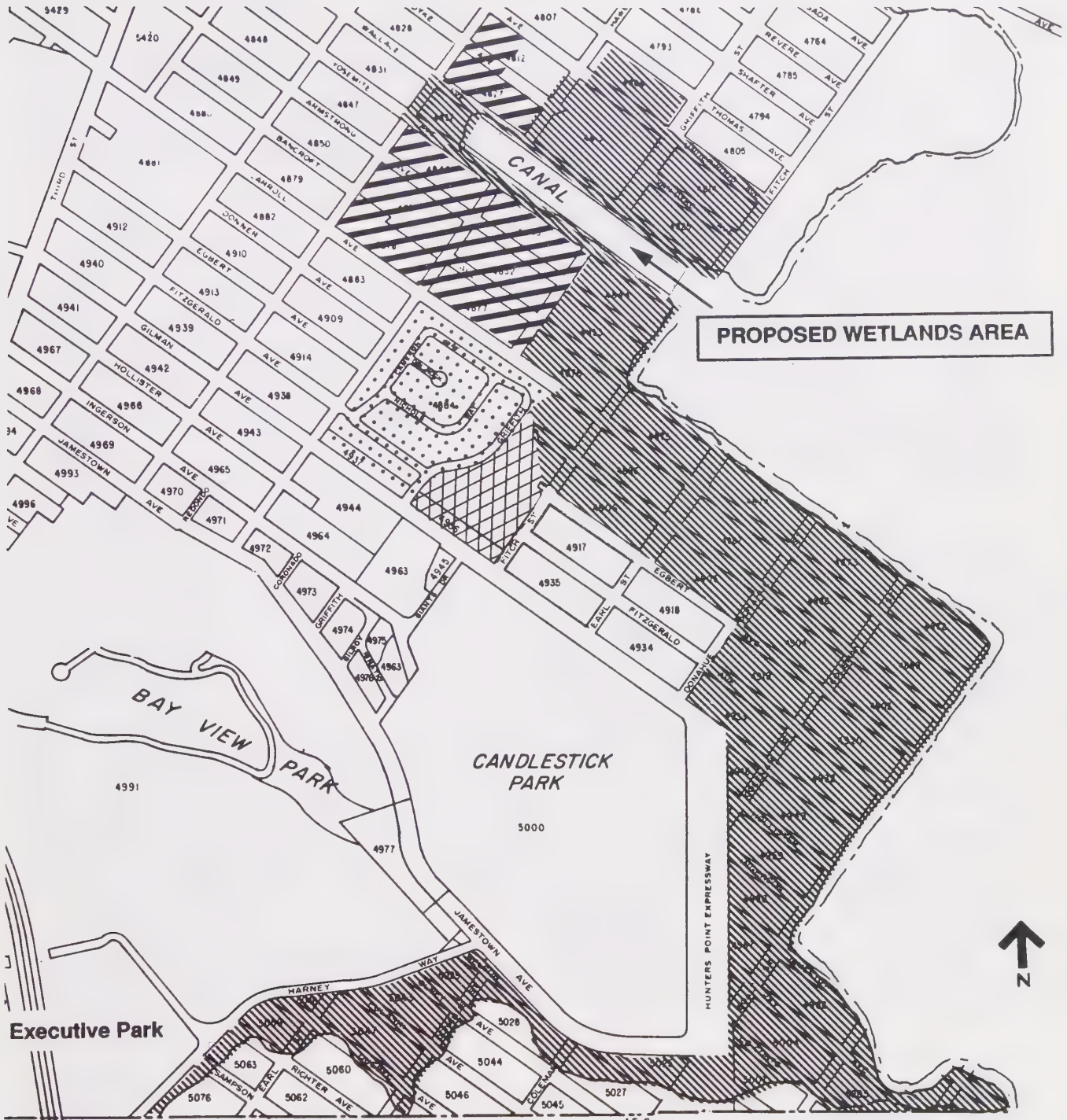






Figure 4

**South Bayshore
CANDLESTICK POINT PERIMETER
Proposed Revitalization Area**

- | | |
|--|---|
|  Candlestick Point State Recreation Area |  Moderately Low Density Housing (Private Property) |
|  Alice Griffith Existing Public Housing |  Moderately Low Density Housing (Public Property) |

Since various portions of the proposed Candlestick Point Perimeter area front Ingalls and Carroll Avenues, which are established truck routes, it is essential that any housing developed on this frontage be adequately insulated from the adverse effects of heavy traffic through soundwalls, back lot treatments, and other engineering and design measures as necessary. Also, soils in the area will need to be tested for the presence of toxic materials, with clean-up required to remedy any hazardous conditions. Like much of the existing southeast shoreline, the Candlestick Point Perimeter area was created by land fill prior to the development of modern environmental regulations and standards. As a once-active heavy industrial area, it could have toxic soil conditions on many developable sites. Most of the area already falls within the soil testing zone whereby soil tests and clean-up are required as a part of building permit activity. The entire area should be brought under this zone.

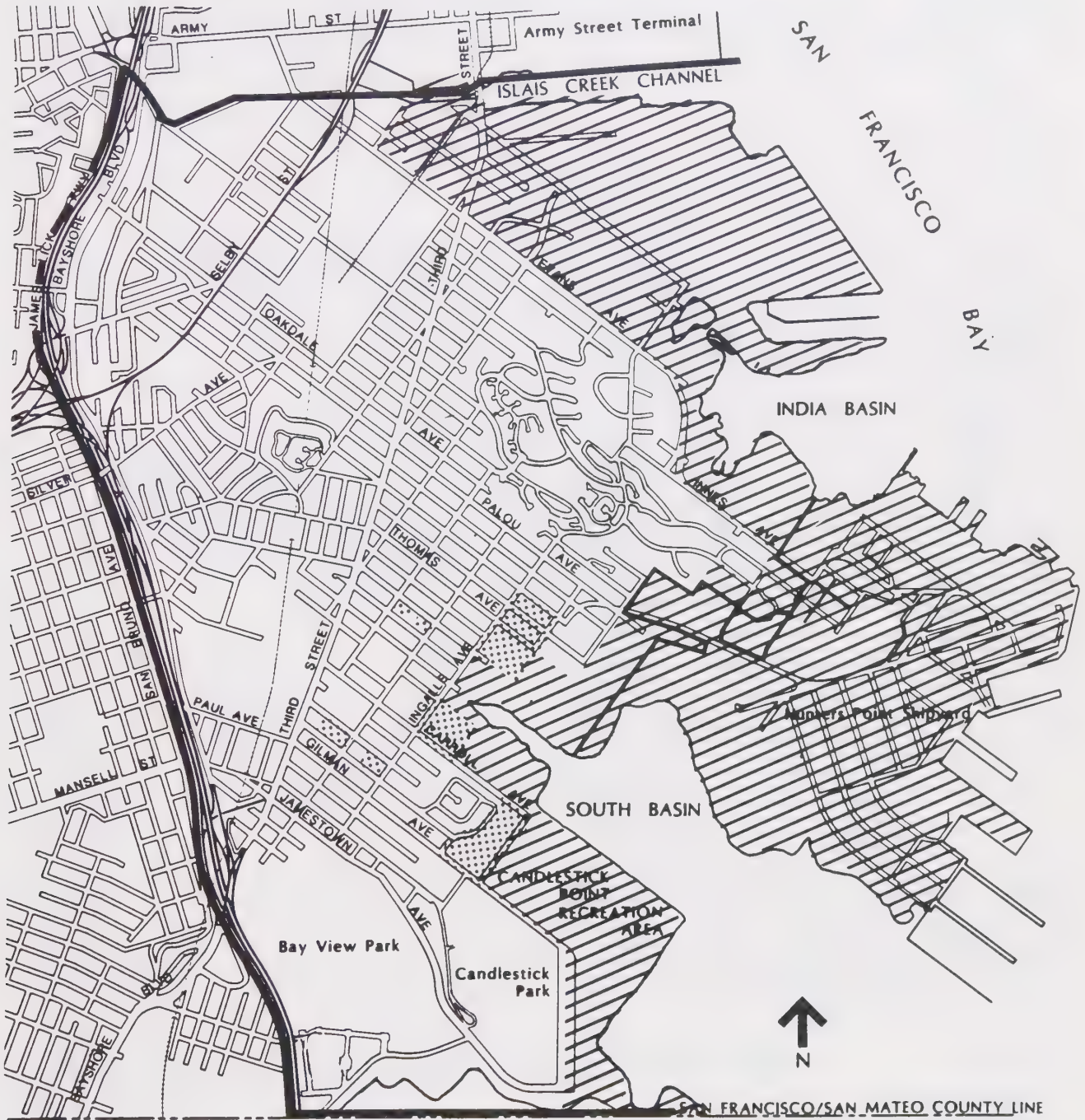
The area should be zoned RH-2 prior to approval of maps or building permits. A detailed plan should be developed which deals with housing affordability, toxic material remediation, and buffering of the wetlands area. Development could occur as a Planned Unit Development (PUD) in order to facilitate the concentration of units in a way that will allow the creation of a buffer zone around the water's edge to protect the wetlands habitat.

Implementation Actions

- 1) Rezone M-1 portions of the Candlestick Point Perimeter subarea to RH-2, as shown in Figure 17.
- 2) Have the entire area of rezoning brought under the Soil Testing Zone of the City and County of San Francisco to determine and remedy any toxic soil conditions that may exist.
- 3) Have the Redevelopment Agency establish a program through tax increment financing to facilitate development of housing and appropriate public improvements on the Candlestick Point Perimeter site in such a way as to improve harmony with adjacent residential, open space, and industrial areas, giving special attention to the proposed wetland as a physical and environmental focal point.
- 4) Have the Housing Authority work closely with the Redevelopment Agency during all phases of the program to assure that improvement of the Alice Griffith public housing project is effectively coordinated with the housing and public improvements activities of the program.
- 5) Include the following objectives for the program:
 - (a) Utilize citizen participation structures to assure adequate representation and input by Bayview Hunters Point residents, affected property owners, and other citizen groups during all phases of the program.
 - (b) Assure that a significant portion of the housing constructed are ownership units targeted for existing Bayview Hunters Point residents at price ranges that are affordable according to the income levels that prevail among these residents.
 - (c) Assure that a portion of the housing constructed are quality market-rate units so as to provide for income diversity and help the overall character of the project avoid the stigma of a "low income housing project."
 - (d) Establish urban design guidelines for new housing development around the Yosemite Canal to assure that new development does not detract from, but rather complements and enhances the canal as a proposed natural wetlands area for the Candlestick Point State Recreation Area.
 - (e) Establish design guidelines to adequately insulate new housing along established truck routes, specifically Ingalls and Carroll Avenues, from the adverse impacts of heavy truck traffic.



POLICY 2

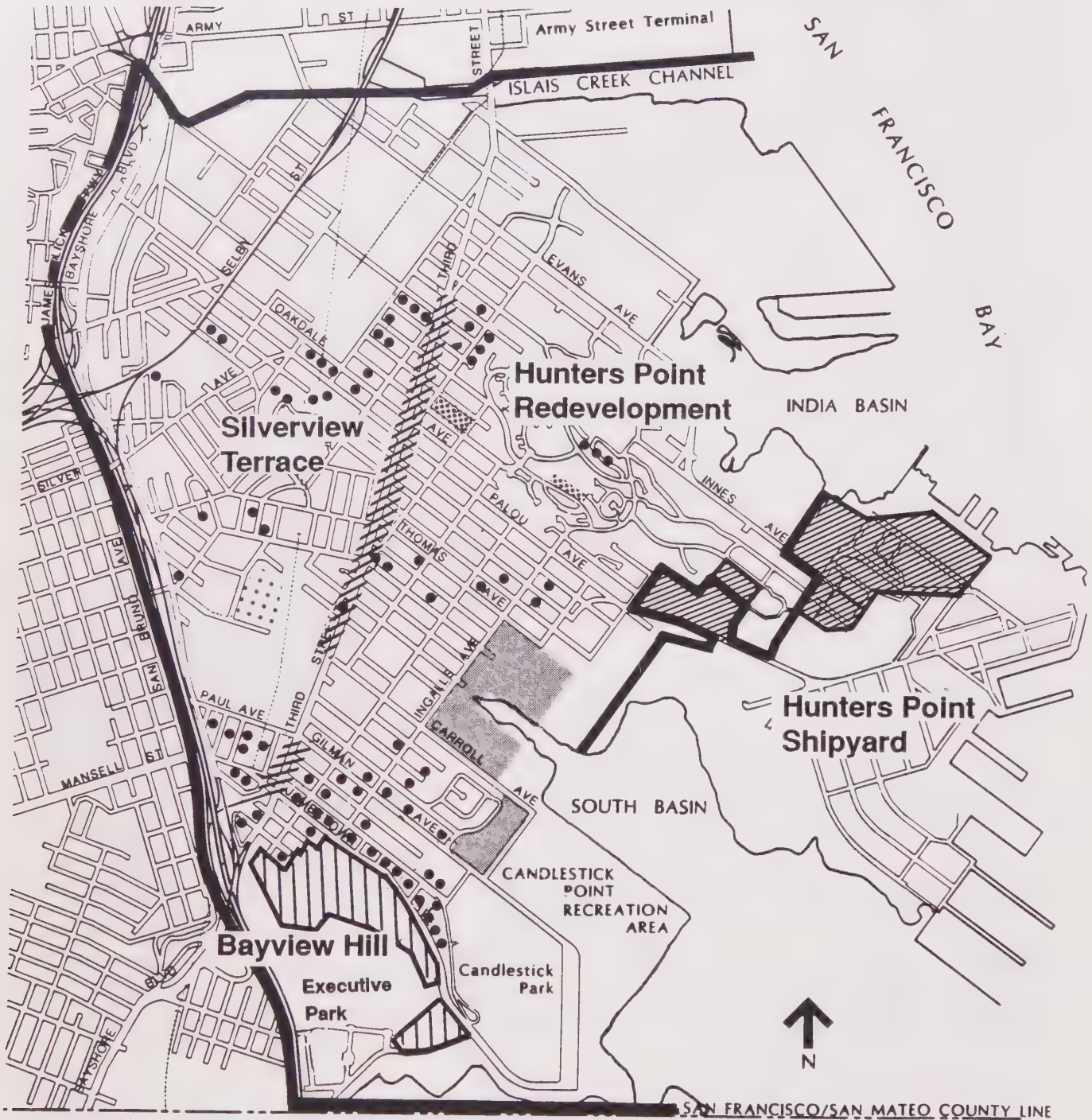
Encourage development of new affordable housing on infill vacant sites consistent with the character of existing residential neighborhoods.



**South Bayshore
REQUIRED SOIL TESTING ZONE**

Figure 5

-  Testing Zone
-  Additions to Existing Testing Zone



**South Bayshore
HOUSING OPPORTUNITY AREAS**

Figure 6



There are close to 200 scattered vacant sites in South Bayshore that are zoned RH-1 and RH-2. Together these sites present a potential opportunity for substantial new housing. Many will be developed through the private market mechanism. Others may need public support and incentives to stimulate development and assure affordability.

Implementation Actions

- 1) Establish program with the Redevelopment Agency and the Mayor's Office of Housing to stimulate the construction of housing on scattered vacant sites within residentially zoned areas of South Bayshore.
- 2) Establish program objectives to assure that a significant percentage of the new housing developed on these sites are affordable units targeted for existing Bayview Hunters Point residents and to strengthen the equity position of moderate income South Bayshore residents who own some of the lots.

OBJECTIVE 2

IMPROVE USE OF LAND ON THIRD STREET BY CREATING A MORE COMPACT COMMERCIAL AREA, ESTABLISHING CENTERS FOR GROWTH OF COMPLEMENTARY USES, AND RESTRICTING UNHEALTHY USES.

Revitalization of Third Street is probably the most complex issue facing the South Bayshore community. The physical, economic, and social problems that exist on certain parts of the street impact the entire district and need immediate action. Yet there are no quick solutions. The challenge is not simply that of getting rid of undesirable uses; it is also that of attracting healthy and desirable new uses. There is no demand for net growth in small-scale retail space because the street already has too much commercial space. There appears to be little demand for commercial office uses. The use with the greatest potential demand is housing, particularly three and four story apartment buildings. Such housing could make the street more attractive while also improving the market for health retail activity. The problem is that the present physical appearance and social climate on the street is not conducive to attracting stable middle-income tenancy for apartments. Given the central influence that Third Street has on investment

attitudes about the entire south Bayshore district, a series of vigorous public actions are needed to change the appearance and climate of the street and make it conducive for quality apartment growth.

POLICY 1

Improve the physical and social character of Third Street.

Steps should be taken which ultimately would make Third Street an attractive market for new apartment developments. Apartments could provide the consumer market structure needed to bring healthier retail activity to Third Street on a continuous basis. Apartment development will not be feasible, however, until the environment of the street is made more attractive and secure for apartment life.

The proposed approach for revitalizing Third Street would follow a specific land use framework, as shown on Figure 7. This framework designates the blocks between Kirkland Avenue on the north and Thomas and Thornton Avenues on the south as the commercial core of Third Street. Healthy retail reuse would be encouraged on these blocks with the Bayview Opera House serving as the hub. The adjacent sections -- between Fairfax and McKinnon Avenues to the north and between Jamestown and Thornton and Thomas Avenues to the south -- would be centers for encouraging new apartment growth, perhaps with some small-scale ground floor retail uses on the ground floor.

Three key blocks, pivotal to the entire program, are the frontage lots on the west side of Third Street between Jerrold and McKinnon Avenues. Current physical and social problems are worse on these blocks. They should be used to develop senior housing, for which there is a demand in Bayview Hunters Point.

Implementation Actions

- 1) Have the Redevelopment Agency establish a comprehensive program for the revitalization of Third Street according to the objectives, land use framework and phases outlined in Figure 7.
- 2) Utilize existing citizen participation structures to provide adequate citizen representation for Third Street merchants and property owners, residents, and other affected citizen groups during all phases of the program.

THIRD STREET REVITALIZATION Some General Guidelines

Figure 7

BE PROACTIVE

All Phases / Entire Street

- Merchant clean-up
- Technical Assistance
- Financial assistance
- Facade improvement
- Police enforcement
- Job training and employment
- Off-street parking

Phase 1 Sr. Housing / Supermarket

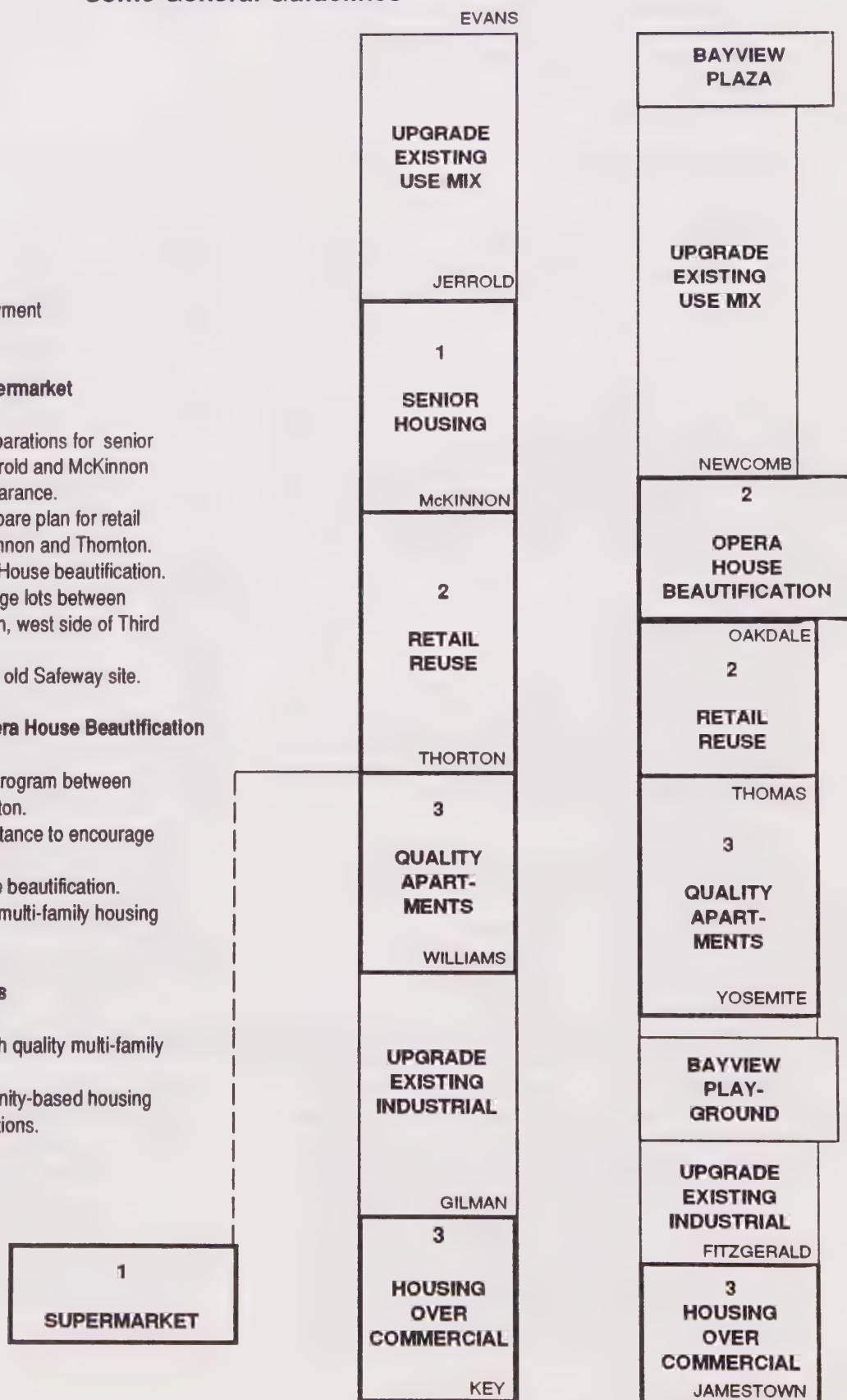
- Make all necessary preparations for senior housing between Jerrold and McKinnon immediately after clearance.
- Survey merchants - prepare plan for retail reuse between McKinnon and Thornton.
- Prepare plan for Opera House beautification.
- Acquire and clear frontage lots between Jerrold and McKinnon, west side of Third for senior housing.
- Develop supermarket at old Safeway site.

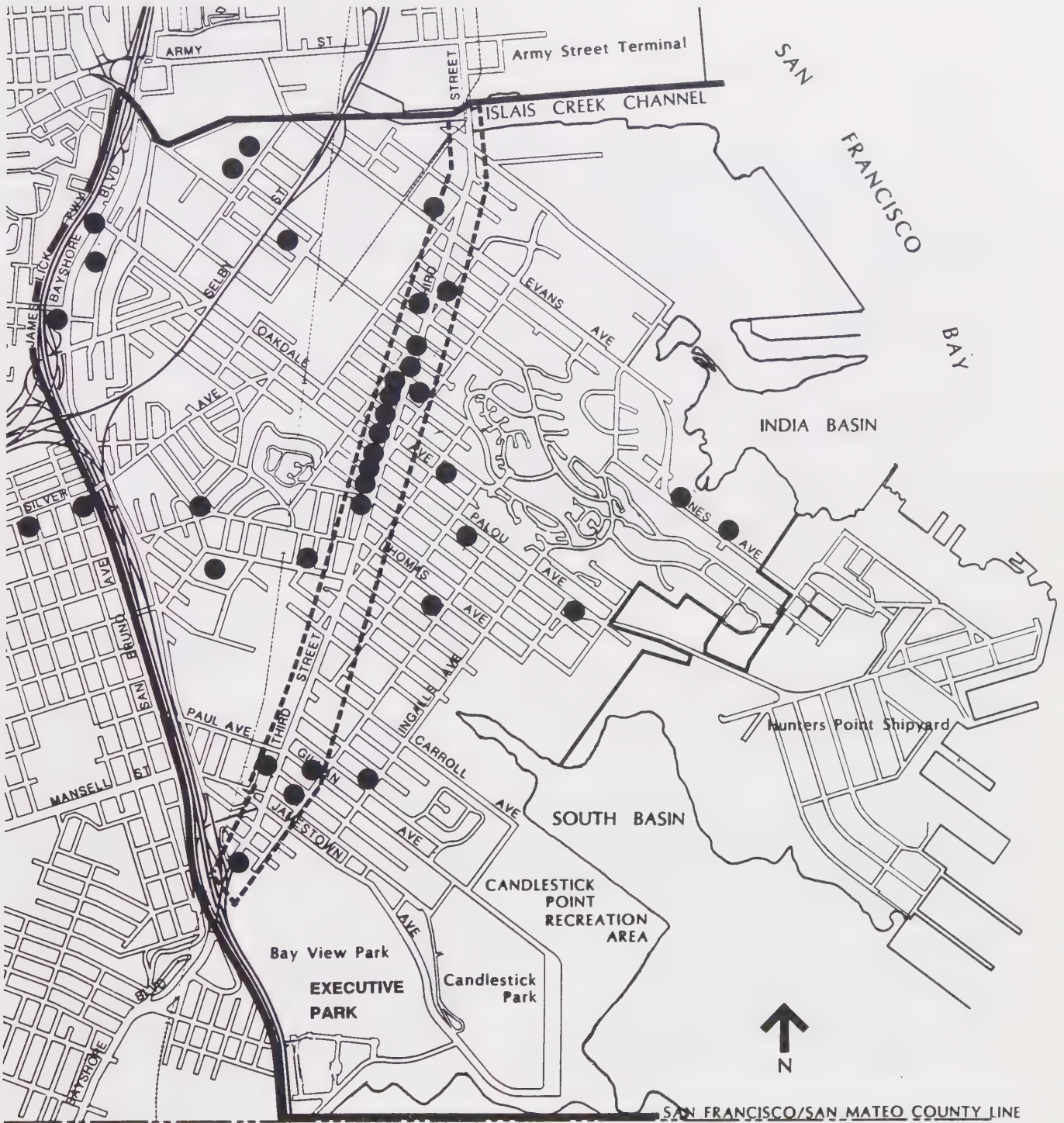
Phase 2 Retail Reuse / Opera House Beautification

- Implement retail reuse program between McKinnon and Thornton.
- Use business loan assistance to encourage healthy reuse.
- Implement Opera House beautification.
- Prepare plan for quality multi-family housing on Third Street.

Phase 3 Quality Apartments

- Build up Third Street with quality multi-family housing.
- Maximize use of community-based housing development corporations.





**South Bayshore
PROPOSED AREA FOR RESTRICTING LIQUOR STORES**

Figure 8

● Location

POLICY 2

Restrict liquor establishments uses on Third Street.

One of the primary conditions for revitalizing the Bayview Hunters Point community is the need to attract a healthier mix of retail uses on Third Street and discourage unhealthy uses. The most prevalent unhealthy use is the large number of retail outlets selling alcoholic beverages for off-premises consumption. Many of these outlets attract undesirable loitering that deters pedestrians from walking on the street, creates traffic congestion, and has adverse impacts on adjacent residential uses.

Implementation Actions

- 1) Maintain and enhance current efforts of cooperation between the Planning Department, the Alcoholic Beverages Commission (ABC), and various community groups to monitor and limit new liquor permit activity throughout South Bayshore, with special concentration on Third Street.
- 2) Work with appropriate community organizations on their program efforts to deal with issues relating to the overconcentration of off-sales liquor establishments in neighborhood residential and commercial areas.
- 3) Have the Redevelopment Agency investigate the feasibility and desirability of establishing a special use district restricting new liquor stores as part of the comprehensive program it is developing for revitalization of Third Street.

OBJECTIVE 3

IMPROVE RELATIONSHIP BETWEEN ADJACENT INDUSTRIAL AND RESIDENTIAL AREAS.

POLICY 1

Encourage a wider variety of light industrial uses in South Basin by giving greater priority to live/work activity, by more efficient use of industrial space, and by more attractive building design.

Over the past thirty years South Basin has undergone a natural evolution from a heavy industrial to a light industrial area. This evolution should be supported and reinforced because South Basin is abutted by established low density residential neighborhoods or public open spaces on all sides and the trend toward light industries reduces the potential for adverse conflicts with these residential neighborhoods. Existing light industrial zoning should be maintained with special attention given to improving industrial building design guidelines.

Implementation Actions

- 1) Maintain existing M-1 zoning for South Basin, both east and west of Third Street.
- 2) Develop architectural guidelines for new industrial buildings to encourage improved design quality.

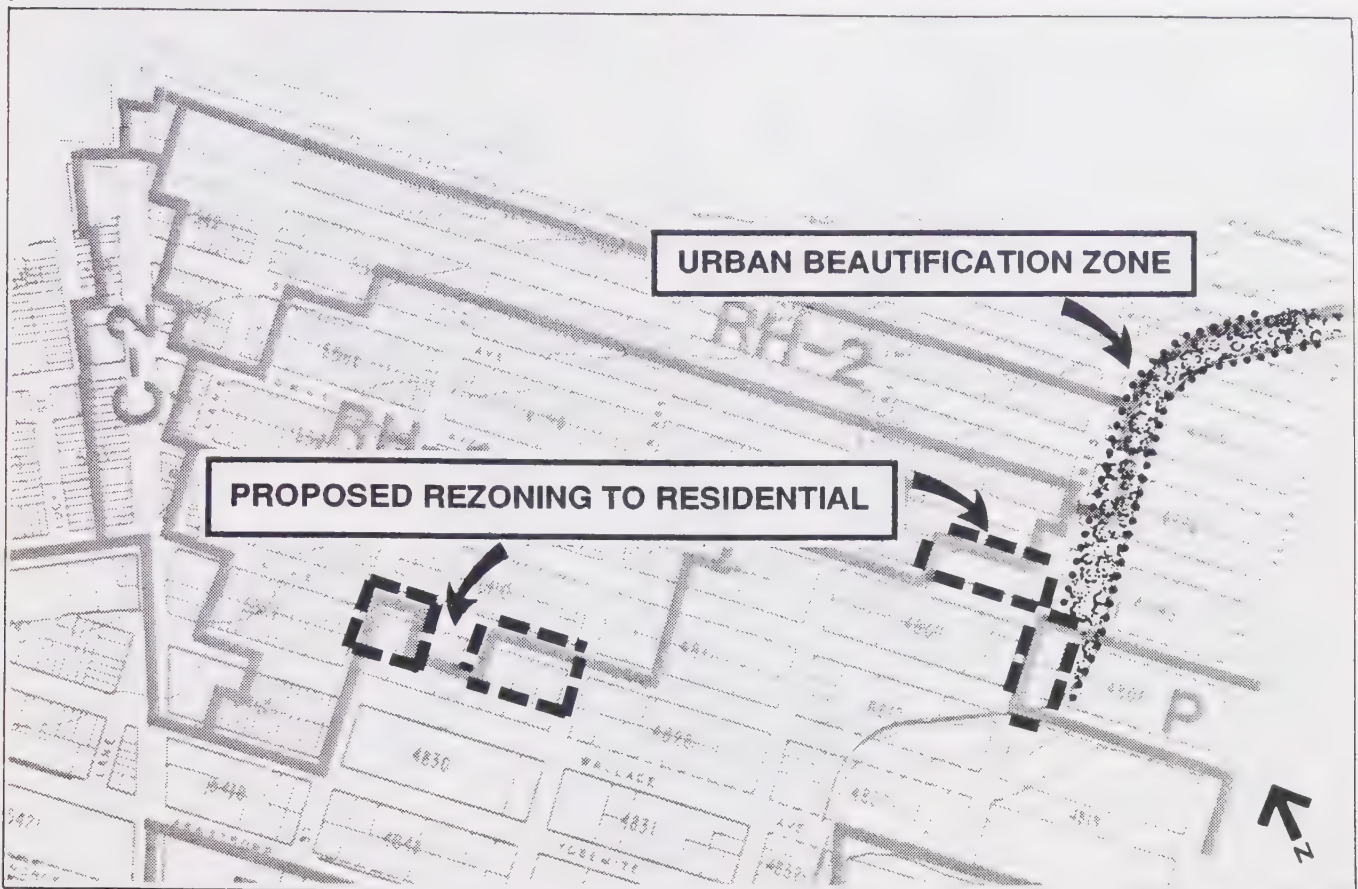
POLICY 2

Restrict toxic chemical industries and other heavy industrial activities from locating adjacent to or nearby existing residential areas.

Areas adjacent to residential areas in South Bayshore are presently zoned M-1 (light industrial). This zoning class prohibits manufacture, refining, distillation or treatment of abrasives, acid, alcohol, asbestos and similar hazardous chemicals as well as other heavy industries, such as auto wrecking yards, iron processing, and blast furnaces. This prohibition should be maintained to assure that these areas are adequately protected and insulated from the adverse impacts of toxic industries.

Implementation Actions

- 1) Maintain M-1 zoning for industrial areas abutting residential areas.



**South Bayshore
SOUTH BASIN, EAST OF THIRD STREET**

Figure 9

POLICY 3

Adjust selected boundaries of South Basin east of Third Street to provide greater compatibility with adjacent residential uses.

There are various blocks in South Basin that include a mixture of both industrial and residential uses. In some cases, these uses have managed to achieve a healthy co-existence. In other cases, one use type appears to have thrived at the expense or neglect of the other. Here the stronger and more healthy uses should be supported.

Implementation Actions

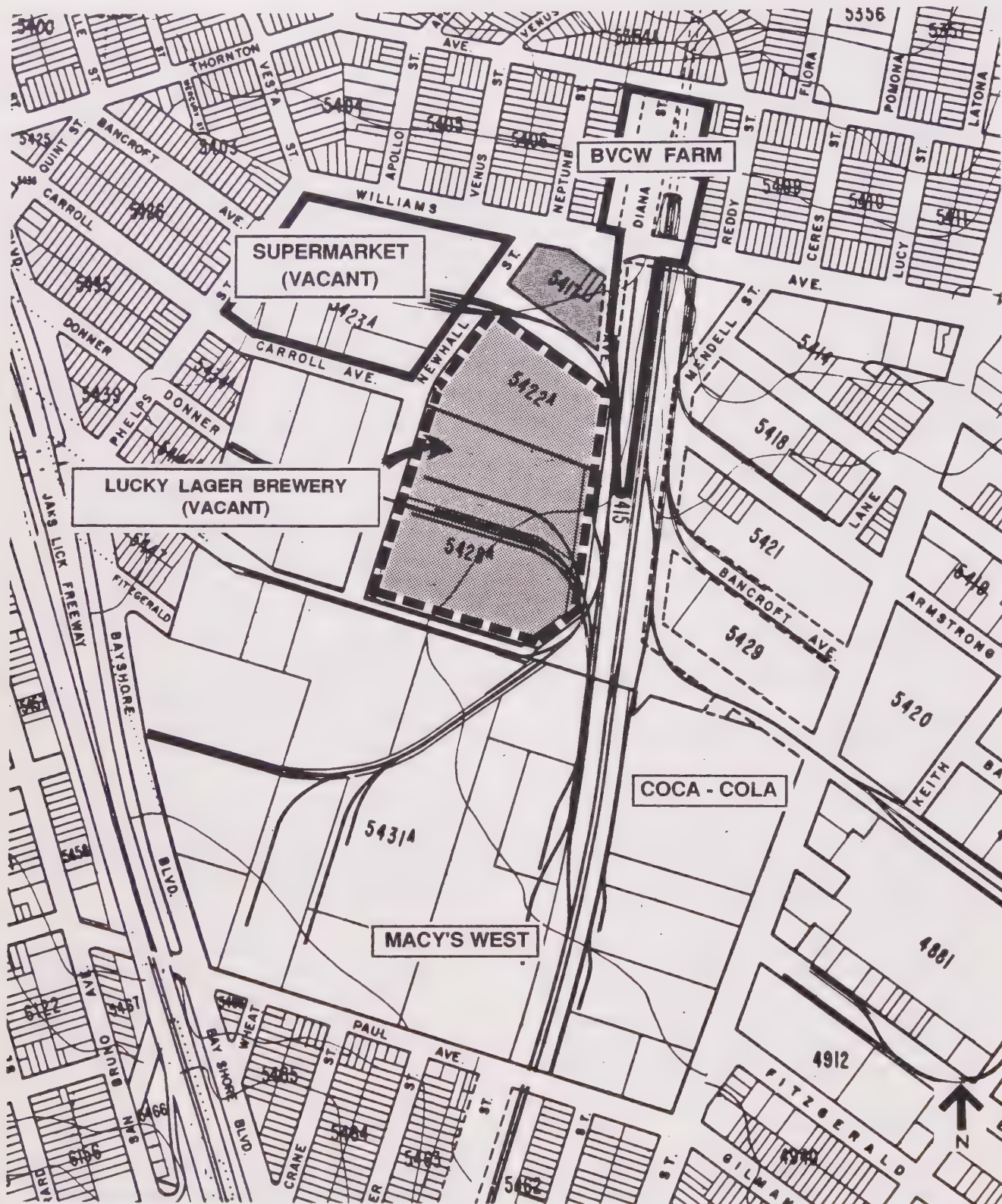
- 1) Rezone Thomas Avenue site - southwest quarter of block 4792 - from M-1 to RH-1. Rezone Van Dyke site - northern half of block 4829 - from M-1 to RH-1 (See Figure 9). In these two areas housing appears to have thrived while industry has declined.

- 2) Rezone Fitzgerald Avenue site - CM and NC-1 portions of blocks 4912, 4913, 4914 to RM-1. Discontinue affected commercial uses. Here industry has thrived and supporting retail uses have declined.
- 3) Have all of the above parcels proposed for residential rezoning brought under the soil testing zone of the City and County of San Francisco to determine and remedy any toxic soil condition that may exist.

POLICY 4

Encourage development of South Basin, west of Third Street, as light industrial/heavy commercial activity center.

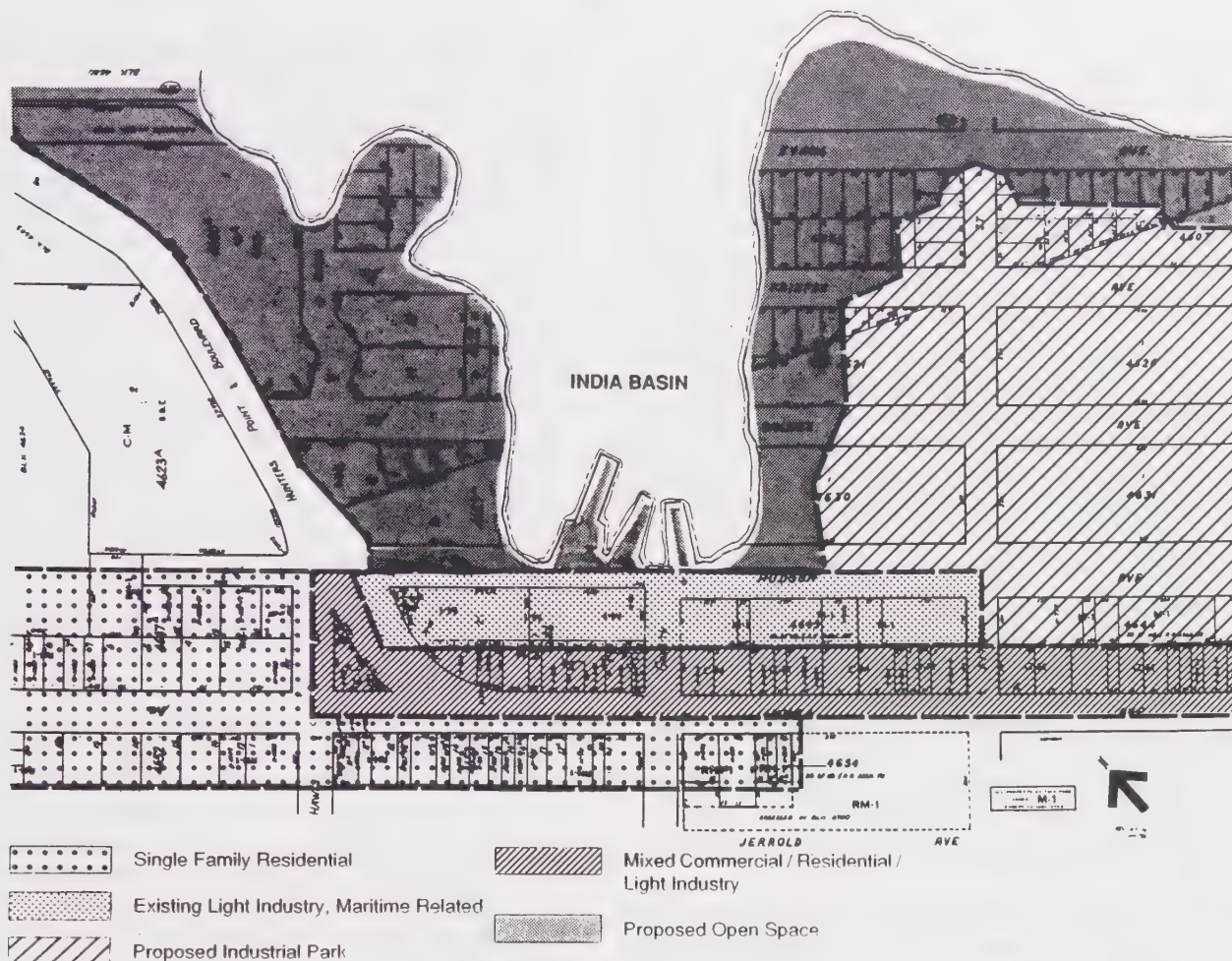
South Basin, west of Third Street, directly abuts housing areas, but the relationship is less problematic than on the eastern side of Third. Moreover, South Basin



South Bayshore
SOUTH BASIN, WEST OF THIRD ST.

Figure 10

 Light Industrial/Heavy Commercial Opportunity Site



**South Bayshore
INNES AVENUE BUFFER ZONE**

Figure 11

West has an interesting mix of industrial and heavy commercial uses, ranging from a Coca Cola bottling plant, a popular citywide bakery plant, to the last remaining farming site in San Francisco that is actively used. The area also has some large sites for potentially major new development. A large portion, close to twenty percent of this subarea, is taken up by the old vacant Lucky Lager Brewery. This site provides a development opportunity that could enhance the richness and variety of the current land use mixture in this subarea. Consideration should be given to attracting to the site a major light industrial or heavy commercial use with an attractive building design that would bring more people, jobs, and shoppers, into the district. Housing would be an appropriate alternative to commercial and/or industrial development, if there appears to be little or no long term private interest in development at this location.

Implementation Actions

- 1) Maintain M-1 zoning for South Basin.
- 2) Work with Mayor's office of Economic and Business Development to attract a major reuse for the old Lucky Lager Brewery site.
- 3) Rezone the Bayview Farm site to P as shown in Figure 10 with appropriate special conditions to assure it can be maintained in perpetuity for agricultural purposes.

POLICY 5

Encourage development of a healthy mix of residential, retail, open space, and small light industrial uses along Innes Avenue to buffer the India Basin industrial area and the Hunters Point residential community.

The stretch of Innes Avenue leading up to the northern point of entry of the Hunters Point Naval Shipyard serves as a buffer between the heavy industrial uses in India Basin and the residential uses in Hunters Point. This area is undergoing private revitalization with a potential interesting mix of uses taking place. Figure 15 gives a general description of the area. The base of the area, at the corner of Hawes and Innes Avenues, is the site for Our Lady of the Lourdes, the oldest Catholic church in the district. Directly behind the church site, six new housing units have recently been developed. Innes Avenue leading up to the shipyard is zoned CM on the northern side of the street and RH-1 on the southern side. New housing is being developed on the southern side. On the northern side, directly below the CM zone an industrial park is proposed. If developed, it would be bordered on the east by an eleven acre spit of open space that will provide direct public access to the India Basin shoreline. This healthy co-mingling of diverse residential, light industrial, small retail, and heavy commercial uses with natural-oriented open space areas should continue to be encouraged.

Implementation Actions

- 1) Maintain present boundaries of CM and R zoning.
- 2) Provide technical assistance, and where possible financial assistance, to promote private revitalization of the CM zone and further encourage a healthy mix of uses.
- 3) Encourage the Recreation and Park Department to expedite improvement of the shoreline open space and, if appropriate, to acquire additional open space to enhance the natural features of the area.

TRANSPORTATION

PROVIDE ADEQUATE TRANSPORTATION SERVICES TO MAINTAIN THE ECONOMIC VITALITY OF SOUTH BAYSHORE AND IMPROVE THE LIVABILITY OF RESIDENTIAL NEIGHBORHOODS.

Background

The diverse land use pattern of South Bayshore poses a variety of requirements on its transportation system. Each major type of land use -- the shipping and rail-oriented industries in India Basin, the heavy commercial along Bayshore Boulevard, the low density residen-

tial neighborhoods, the neighborhood serving retail along Third Street, Candlestick Park Stadium, the Candlestick Point State Recreation Area - has its own particular transportation needs. With relatively wide streets and two nearby freeways, and an existing commuter rail system, South Bayshore has many of the elements of the comprehensive circulation system that would be needed to handle these diverse needs. The primary gaps relate to truck traffic and public transit.

Because many industrial uses, particularly in South Basin, are located adjacent to neighborhood residential and commercial areas, there is frequent intrusion of truck traffic into these areas. South Bayshore lacks a major thoroughfare which connects industrial areas to the freeway system without passing through residential areas or the neighborhood commercial sections of Third Street. Concern about such intrusion is one of the most common complaints among residents about the district.

The truck traffic problem is also related to a larger problem dealing with the freeway facilities in the south-east section of San Francisco. I-280 is not adequately connected to the Bay Bridge to encourage industrial truck traffic away from residential areas and off of surface streets. I-280 serves the northern industrial areas of South Bayshore, but going northward to the East Bay, it ends and returns vehicles to congested surface streets before connecting to I-80 at Fifth and Bryant Streets. Because of this lack of connection, many trucks prefer using Third Street to go to the Bay Bridge even though it runs through neighborhood commercial areas.

The other major gap deals with the inadequacy of public transportation in relation to existing and future population needs. South Bayshore is well served by #15-Third bus line which provides a regular direct connection from Third Street to Downtown and City College of San Francisco. Otherwise public transportation services are lacking. Public transit is more convenient for traveling from South Bayshore to Downtown than for traveling between different South Bayshore neighborhoods. Although South Bayshore has a major regional facility in the Candlestick Park sports arena, the public transit services to this facility are limited. The district also lacks the variety of pedestrian and bicycle pathways that one finds in many other parts of San Francisco.

Social problems in South Bayshore also have an adverse impact on public transit, especially Muni services. For example, Muni services in South Bayshore are frequently disrupted by juveniles throwing rocks, bottles

or other objects at passing Muni buses. When these incidents occur, Muni either reroutes or suspends service to the entire area for the remainder of the evening, greatly inconveniencing residents who need convenient access to public transit for employment and essential services.

Much of the reason for the lack in transit services is the low population density in South Bayshore. It does not have the ridership volumes needed to warrant a greater variety of services. However, this situation is changing, with the population increase presently occurring in the district.

OBJECTIVE 1

MAKE SURFACE STREET AND FREEWAY IMPROVEMENTS TO ENCOURAGE TRUCK TRAFFIC IN INDUSTRIAL AREAS AWAY FROM NEIGHBORHOOD RESIDENTIAL AND COMMERCIAL AREAS.

POLICY 1

Establish truck routes between industrial areas and freeway interchanges so as to direct truck traffic away from neighborhood areas.

Truckers will use non-residential and non-neighborhood commercial streets only if they are provided a viable alternate route. Key improvements to the existing system would serve to encourage truckers to use routes that do not disrupt existing residential and neighborhood commercial streets.

Implementation Actions

- 1) Support construction of the I-280 Islais Creek interchange at the most appropriate location to provide direct freeway access for trucks serving India Basin and the Port of San Francisco.
- 2) Improve Carroll Avenue, portions of Ingalls Street, Thomas Avenue and Griffith Street as truck serving streets. See Figure 14 which shows the distribution of truck routes in this portion of South Bayshore.
- 3) Provide an additional east-to-west connection between Third Street and South Bayshore Boulevard in the vicinity of Carroll Avenue (See Figure 13).

- 4) Improve Army/Evans, Army/Pennsylvania, and Army/Third intersections to better accommodate turning trucks.
- 5) To the maximum extent feasible, direct through traffic on Third Street to I-280, US 101, or Bayshore Boulevard.

POLICY 2

Develop freeway improvements to direct industrial truck traffic off of surface streets.

The absence of a direct connection to the I-280 from the South Bayshore is a major cause of the industrial truck traffic problems in South Bayshore. The construction of the Islais Creek interchange I-280 near Evans Avenue is a step toward reducing this obstacle and should be undertaken as soon as possible. Also, the lack of a direct connection between I-280 and the Bay Bridge discourages many trucks from using I-280, resulting in increased truck traffic on surface streets. The City should work with Caltrans to determine and develop ways of improving truck usage of I-280 as alternative to truck usage of surface streets.

OBJECTIVE 2

DEVELOP AND MAINTAIN A SYSTEM FOR THE EASY MOVEMENT OF PEOPLE AND GOODS, TAKING INTO ACCOUNT ANTICIPATED NEEDS OF BOTH LOCAL AND THROUGH TRAFFIC.

POLICY 1

Develop a comprehensive network and schedule of roadway improvements to assure that South Bayshore maintains an adequate level of service at key intersections as the residential and work force population in the district increases.

Implementation Actions

- 1) Maintain Third Street, Army Street, Bayshore Boulevard, Cargo Way, Hunters Point Boulevard, Innes Avenue and Hamey Way as "Major Thoroughfares." (See Figure 12.)
- 2) Add Jamestown Avenue Extension, Hunters Point Expressway, Gilman Avenue east of Fitch Street,

Fitch Street, and Carroll Avenue to the "Secondary Thoroughfare" category that currently includes: Evans Avenue, Oakdale Avenue west of Third Street, Silver Avenue, and Industrial Avenue. (See Figure 12.)

- 3) Delete the "Recreational Street" designation for Jamestown Avenue.
- 4) Encourage necessary levels of enforcement to limit speeding and enhance community safety on problem streets such as Silver Avenue.
- 5) Maintain the convenient access to other parts of the city and region provided by the Southern Embarcadero (I-280) and James Lick (US 101) Freeways.
- 6) Coordinate with Department of Public Works and Department of Parking and Traffic on planning street improvements to anticipate and accommodate future growth in South Bayshore.

POLICY 2

Develop the necessary improvements in public transit to move people efficiently and comfortably between different South Bayshore neighborhoods, to and from Candlestick Park, and to and from Downtown and other parts of the region.

Effective measures are needed for improving public transit services in South Bayshore. The overall objective of such measures should be to shift resident preferences away from private automobile use to public transit use and to reduce the use of private automobiles accessing events at Candlestick Park Stadium. This would require improving public transit access among different South Bayshore neighborhoods as well as between South Bayshore and other parts of the City, especially Downtown. It would also require ameliorating the social issues that affect the security of public transit services in the district.

Implementation Actions

- 1) Establish a team of City staff persons representing MUNI, the Department of Parking and Traffic, the Department of City Planning and other appropriate departments to take a comprehensive examination of public transit improvements needed in the south-

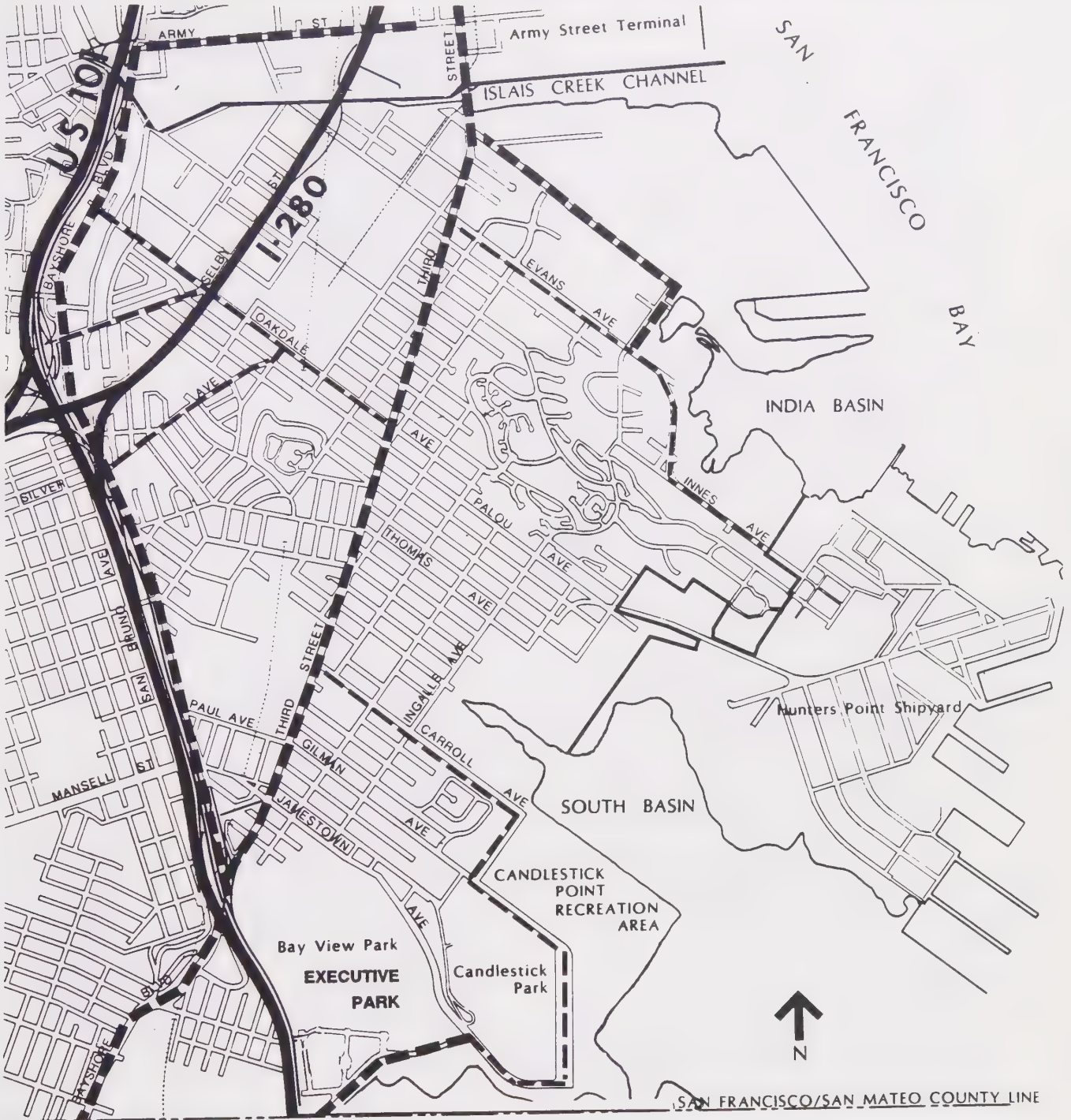
east corridor of San Francisco. This team should develop alternative improvements for accommodating existing needs and adequately providing for projected population increases.

- 2) Establish a representative citizen committee from the southeast to assist in evaluating transit improvement alternatives.
- 3) Coordinate transportation planning associated with new residential development adjacent to Candlestick Park stadium with transportation improvement efforts currently being addressed by the Candlestick Park Transportation Task Force. The Candlestick Park Transportation Task Force is an organization established by the Board of Supervisors to improve transportation conditions associated with Candlestick Park activities. It includes representatives of government agencies, public and private transit carriers, the San Francisco Giants and Forty-Niners, nearby property owners, and members of the community.
- 4) Utilize existing citizen participation structures to look into ways of reducing the incidents of juvenile delinquency having on adverse effect on local MUNI transit services.

POLICY 3

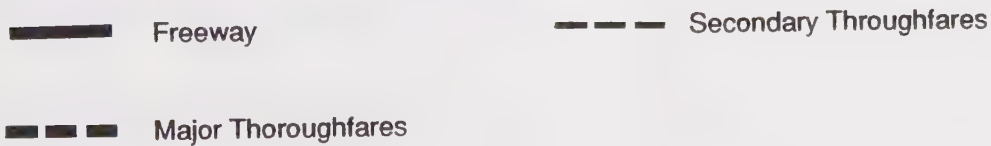
Give special consideration to light rail as the nucleus for public transit improvements and for stimulating wider public transit usage and social/economic revitalization.

A light rail system linking South Bayshore to Downtown and other parts of San Francisco can be instrumental in achieving the overall transportation and land use objectives of the South Bayshore Plan. It can help to produce direct transportation benefits, such as encouraging more people to use public transit, as well as indirect benefits, such as improved energy conservation and social/economic revitalization. The southeast offers at least two basic alternatives for a light rail system: The existing Caltrans right-of-way or Third Street. Assessing advantages and disadvantages of these and other possible alternatives would require detailed study of the specific engineering, environmental and economic issues associated with each alternative. Funds for such a study could become available through the Transportation Sales Tax Program. Given the potential importance of light rail for achieving social and eco-



**South Bayshore
VEHICLE CIRCULATION PLAN**

Figure 12



conomic revitalization of South Bayshore and for balancing future growth between the southeast and northwest sections of San Francisco, a study on the feasibility and desirability of light rail through the southeast corridor should receive high priority for the funding options under the Sales Tax Program. The City staff team and citizens committee taking a comprehensive view of public transit improvements needed in the southeast should work for such a prioritization.

Implementation Actions

- 1) Utilize the City staff team and citizen committee dealing with comprehensive public transit issues in South Bayshore to help assure that a study of light rail alternatives through the southeast corridor receives top funding priority under the Transportation Sales Tax Program.
- 2) To the maximum extent feasible and desirable, include the following citizen-recommended objectives among the overall objectives of a study on light rail alternatives through the southeast corridor:
 - a) Upgrade existing stations and develop new stations to increase availability of public transit services to local residents.
 - b) Link to a regional rail system, particularly one connected to the airport and the Peninsula.
 - c) Create a feeder system that links each residential neighborhood, employment center, and activity area to the proposed rail line.

POLICY 4

Improve parking conditions along Third Street to meet current and future parking needs of commercial uses.

On-street parking in the commercial core section of Third Street, between McKinnon and Revere Avenues, is ninety percent occupied throughout most of the business day. Consideration should be given to constructing a public off-street parking facility located in close proximity to the Bayview Opera House in order to strengthen its capacity to serve as the activity center for the revitalization of Third Street as well as meet the off-street parking needs of Third Street merchants. In the interim one alternative is to use the parking space of

some of the churches along Third Street, since they tend to be under used during the regular business hours of most commercial establishments.

Implementation Actions

- 1) Have appropriate city staff work with interested merchants and ministers along Third Street to develop and implement a plan for using church parking places as an interim measure to provide off-street parking lots for commercial establishments. Such a plan would require written agreements between affected merchants and churches. Such a plan would have to satisfactorily address issues related to maintenance costs and insurance liabilities.
- 2) Provide stricter enforcement of metered parking regulations along Third Street in order to encourage short-term parking by shoppers instead of long-term parking by merchants and employees.

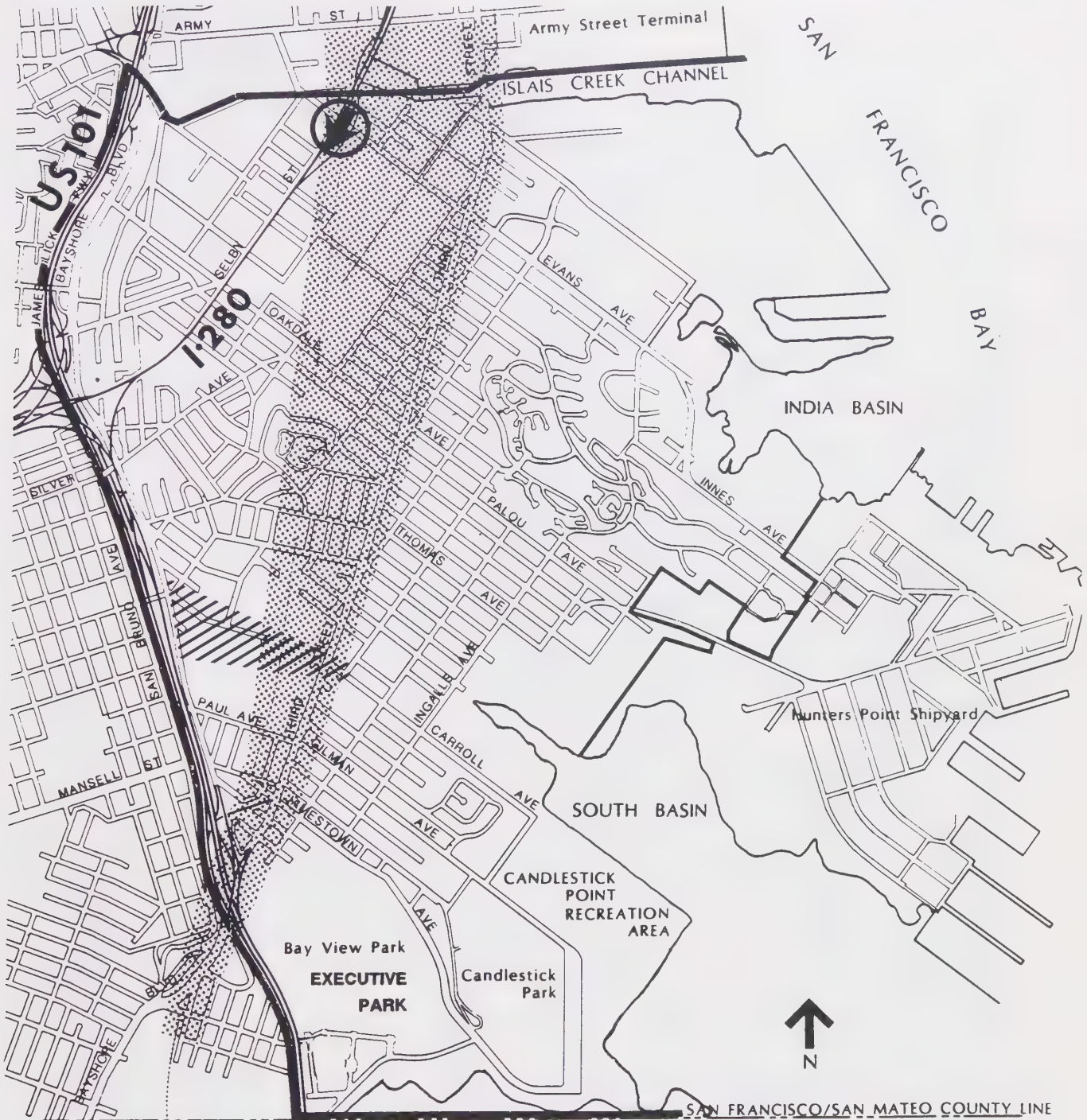
POLICY 5

Create a comprehensive system for pedestrian and bicycle circulation.

South Bayshore is included as a part of the bicycle and pedestrian circulation system of the Transportation Element of the Master Plan. Figure 15 shows the bicycle plan. A comprehensive pedestrian and bicycle circulation system should be developed for South Bayshore. Special attention should be given to pedestrian linkages across the physical barriers formed by freeways which separate South Bayshore from the rest of San Francisco, and to bicycle facilities which serve recreational and educational facilities. Figure 15 shows a proposed pedestrian trail through the South Bayshore.

Implementation Actions

- 1) Work with appropriate City departments to design the pedestrian and bicycle circulation system in such a way that it provides maximum convenience to South Bayshore residents and visitors and takes maximum advantage of the visual and environmental qualities of the district.
- 2) Seek out support of appropriate federal and state agencies to assist in implementation of plan.



**South Bayshore
MAJOR TRANSPORTATION IMPROVEMENTS**

Figure 13



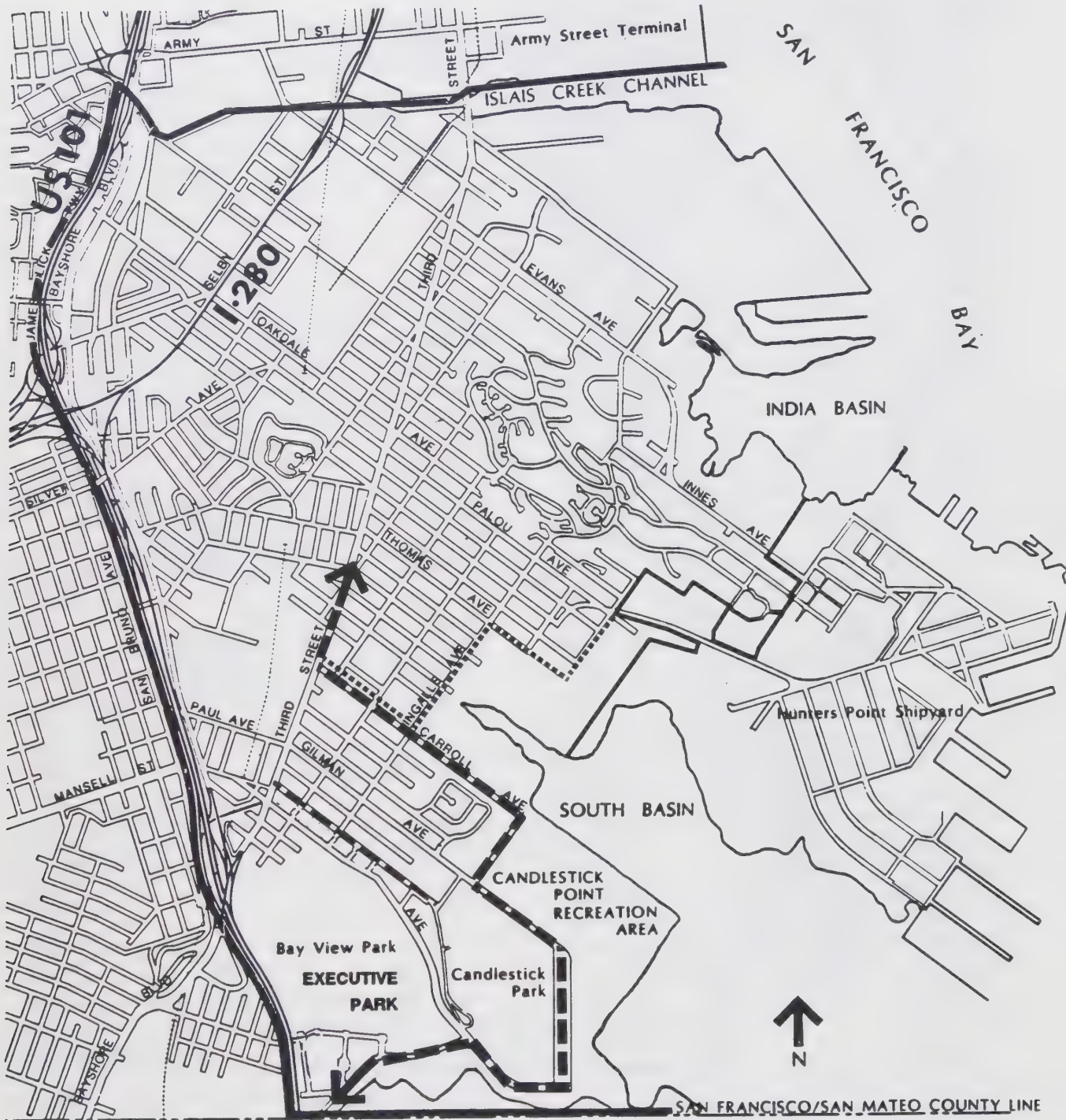
Proposed Islais Creek Interchange



Possible Rail Transit Corridor



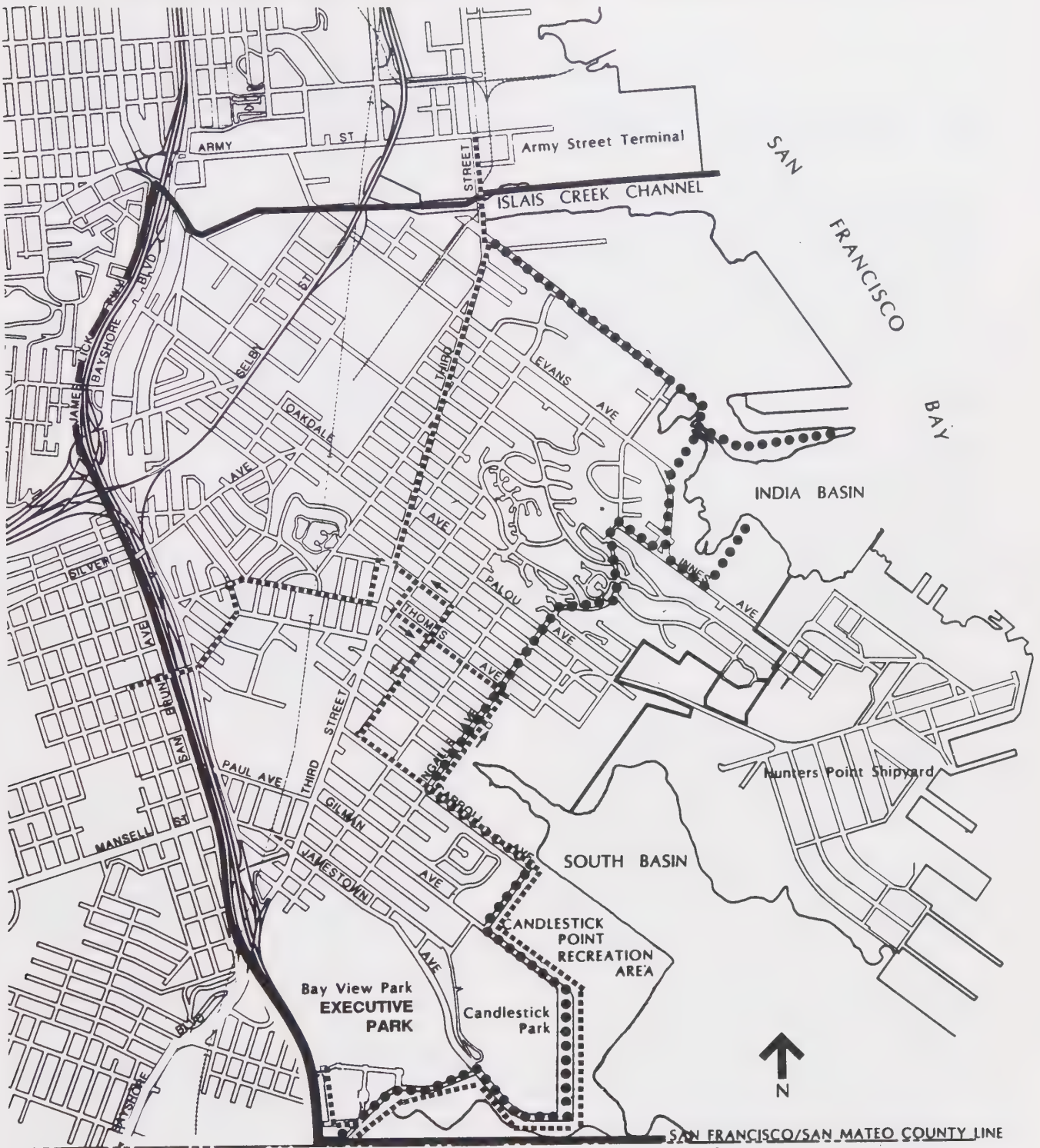
Possible East-West Roadway Between Third Street and Bayshore Boulevard



**South Bayshore
CANDLESTICK PARK ACCESS STREETS AND TRUCK ROUTES**

Figure 14

- — — Principal Candlestick Park Access Streets
- - - Candlestick Park Transit Priority and Local Access Street
- Truck Route Serving Industrial Areas



**South Bayshore
PROPOSED BIKE ROUTES AND PEDESTRIAN TRAIL**

Figure 15

- Bike Route
- Pedestrian Trail

POLICY 6

Provide convenient regional access to Candlestick Park stadium without negatively impacting nearby residential streets.

Special events at Candlestick Park attract crowds of up to 70,000 persons from throughout the Bay Area and northern California. The large number of automobile trips typically generated by these events can create extreme congestion and block access to nearby residential streets for residents and emergency vehicles alike. A variety of public education, traffic routing and enforcement measures are needed to deal with this problem.

Implementation Actions

Carry out the foregoing actions:

- Encourage the use of public transit to and from Candlestick Park by providing priority treatment for buses on Ingerson Avenue between Candlestick Park and Third Street, and through educational and marketing campaigns by event sponsors and regional transit operators.
- Encourage increased use of the I-280 freeway for regional access to and from Candlestick Park as an alternate to the U.S. 101 freeway through signage and educational campaigns by event sponsors.
- Encourage Candlestick Park automobile traffic to use non-residential streets such as Harney Way, Jamestown Avenue Extension, Hunters Point Expressway, Gilman Avenue east of Fitch Street, Fitch Street and Carroll Avenue through signage, roadway improvements and police traffic control. Designate the above streets as either Major or Secondary Thoroughfares. (See Figure 14 on Candlestick Park access routes.) Ensure that future land use developments along these routes are not incompatible with the heavy volumes of traffic associated with stadium events.
- Prohibit Candlestick Park auto traffic from using residential streets such as Ingerson Avenue or Hollister Avenue through turn restrictions and police enforcement. Support efforts to widen Jamestown Avenue between Third Street and Ingalls Street to a sufficient width to allow a double yellow line and/or a physical barrier in order to maintain two-way traffic at all times on this residential street.
- Ensure adequate police traffic enforcement before and after all Candlestick Park events in order to expedite the safe and efficient flow of traffic and to maintain the accessibility of residential streets.
- Coordinate transportation plans for Candlestick Park with the State Department of Parks and Recreation plans for the Candlestick Point State Recreation Area in order to maximize the compatibility of these two recreational facilities.
- Assure that circulation plans and policies for future residential development on Bayview Hill and near Candlestick Point State Park are designed to provide adequate access to residences on Candlestick Stadium event days.

HOUSING

CONSERVE EXISTING HOUSING AND HOME-OWNERSHIP PATTERNS; PROMOTE MAJOR GROWTH IN NEW HOUSING AT PRICE LEVELS, TYPES OF CONSTRUCTION, AND LOCATIONS THAT OFFER MAXIMUM CHOICE TO A MAJORITY OF EXISTING SOUTH BAYSHORE RESIDENTS.

Background

South Bayshore contains over 8,000 dwelling units and 23,000 residents. Most of the housing stock, sixty-one percent, was built prior to 1949 and is of sound construction. This older housing generally consists of one story flats over a garage. Along Third Street there are six residential hotels containing a total of 115 units.

The primary housing issue facing South Bayshore is affordability. It underlies other issues related to housing conservation and new housing growth and affects many different segments of the South Bayshore population. Most directly, it affects lower income households. There is a need to protect the existing supply of public housing and to encourage greater resident participation in the maintenance of dwelling units once they have been rehabilitated and improved. There is also a need to forestall or avoid displacement of lower income residents living in HUD-subsidized housing units.

Affordability is also a major issue facing moderate income homeowners in South Bayshore. Many older residents bought their homes after World War II when property was inexpensive and jobs plentiful. However, because of the extraordinary increase in real estate prices over the past fifteen years, particularly in San Francisco, and because of the deteriorating employment situation of many South Bayshore residents, it is becoming increasingly difficult for the offspring of older homeowners to afford to buy housing in the district. Two issues are involved: The need to maintain affordability among existing housing units while improving their overall residential quality; and the need to assure that a significant portion of the new housing constructed is of good construction quality and affordable at the income levels that prevail in the district. The low median incomes in South Bayshore relative to the rest of the city means that affordable housing programs to be effective will require a higher level of subsidies and will need to be especially targeted for Bayview Hunters Point residents.

To be affordable to most Bayview households, ownership housing should be affordable to households earning an amount equal to eighty percent of the City's median income, and rental housing should be affordable to households earning an amount equal to fifty percent of the City's median income.

There is also a need to build quality market-rate housing in South Bayshore. The unfair stigma of Bayview Hunters Point as an undesirable neighborhood stems from the excessive concentration of low-income housing that existed there during the postwar years. Some new quality market-rate housing to supplement new affordable housing would help to diminish this stigma as well as introduce income diversity among residents.

OBJECTIVE 1

PRESERVE AND ENHANCE EXISTING RESIDENTIAL NEIGHBORHOODS.

POLICY 1

Preserve and enhance the existing low density character of residential neighborhoods.

Most residential areas in South Bayshore are zoned for single family and two unit homes. This is consistent with the existing building scale in these areas. To

maintain this existing scale, new infill housing should conform to existing residential patterns in terms of bulk, setbacks, and height. Also, as the existing housing ages, there will be a greater need to increase maintenance of older housing. In light of the low incomes that prevail among many existing homeowners a special effort may be needed to assist rehabilitation and maintenance efforts among existing homeowners in order to prevent the older housing stock from moving to a point of dilapidation.

Implementation Actions

- 1) Maintain RH-1 and RH-2 zoning in existing residential areas. Adapt guidelines to preserve scale.
- 2) Have the Mayor's Office of Housing and Office of Community Development develop special rehabilitation programs which support residents efforts to maintain their homes in older residential areas. Expand the use of existing low interest and deferred payment loan programs by South Bayshore residents. If there is strong neighborhood support, develop a residential paint improvement program.

POLICY 2

Guide future development of Bayview Hill to assure adequate infrastructure which improves the quality of residential life and protects and enhances the natural features of the hill.

Much of the Bayview Hill consists of vacant developable land, including over thirty two acres of vacant residential land on the northwest side of the hill facing Third Street and Jamestown Avenue.

The amount of potential growth on Bayview Hill - over 1,000 new units - is dramatic when compared to the 550 units that presently exist in the Hill area. However, this potential is relatively modest when compared to other parts of South Bayshore because Bayview Hill currently has one of the lowest population densities in the city. What total build-out would do is bring the population and housing density of Bayview Hill up to a level comparable with other residential areas in South Bayshore. Moreover, such total buildout would still leave much of the hill in a natural state, since over one-half of the hill's land area is either undevelopable or already zoned for open space.



South Bayshore
BAYVIEW HILL RECLASSIFICATION - HEIGHT AND BULK

Figure 16

40-X Reclassified to 32 - 40X



**South Bayshore
BAYVIEW HILL, CANDLESTICK POINT PERIMETER
RECLASSIFICATION - USE**

Figure 17

RM-1, M-1 Reclassified to RH-2

More housing with the appropriate infrastructure, locational pattern, and architectural design could improve the quality of life on the hill. This policy for Bayview Hill seeks to provide the necessary guidance for assuring that new development occurs a way that improves upon existing conditions. The maximum proposed density is RH-2. This will assure that new development is compatible with the density of existing nearby housing without being so restrictive as to limit affordability opportunities. A height limit of 32 to 40 feet would help to assure that building coverage does not overshadow the natural contour of the hill. Review for compliance with the Master Plan should occur at the initial subdivision phase so as to assure that circulation, open space, and other requirements necessary for enhancing the overall quality and livability of the hill and the surrounding neighborhoods are in place before the filing of applications for building permits begins. Environmental review should be required at this initial phase to determine, among other things, whether or not any geological hazards or significant natural habitat areas exist. If such hazards or natural areas are found to exist, appropriate measures to mitigate the hazards and protect significant natural areas should be required consistent with the overall objective of improving residential livability.

Implementation Actions

- 1) Establish RH-2 as the maximum density permitted for all sites on Bayview Hills outside of Executive Park.
- 2) Reduce the height limit for all sites outside of Executive Park from 32 to 40 feet. The standard height limit would be 32 feet. Conditional Use permission would be required to extend the height limit to 40 feet.
- 3) Require review for Master Plan compliance prior to initiation of any building permit application activity for all subdivision application activity on the hill to assure that circulation, open space, and other infrastructure and design requirements necessary to improving the overall quality and livability of the hill are adequately met.
- 4) Require environmental review of all subdivision applications to determine, among other things, whether or not geological hazards or significant natural areas exist and to develop effective mitigation and/or conservation measures as appropriate for the overall objective of improving residential liveability.

POLICY 3

Complete modernization of waste water facilities in order to further enhance residential livability along the southeast shoreline.

South Bayshore is one of the primary location for the City's waste water facilities. Many of these facilities are located adjacent or in close proximity to residential areas, and affect residential character. Implementation of the Clean Water Master Plan approved by San Francisco voters has helped to modernize waste water facilities and improve their relationship to residential areas. However, a key part of the plan - construction of the Crosstown Tunnel to link the Southeast facility to an ocean out fall facility - is yet to be implemented.

Existing waste water uses in South Bayshore include out falls and sewage handling facilities that treat and discharge waste matter into the bay. The ocean, because of its larger size and stronger currents, may be more effective than the bay in disbursing pollutants and toxic concentrations and preventing them from returning to the shoreline. This might also mean that less chemicals and energy are needed to treat sewage going into the ocean, thereby making it a more cost effective long term alternative than the bay. If the potential benefits of linkage to an ocean out fall can be substantiated, construction of the Crosstown Tunnel should be carried out.

Implementation Actions

- 1) Strengthen public education efforts on the importance of completing modernization of the City's waste water facilities for enhancing the residential character of South Bayshore and protecting the environmental quality of the bay.
- 2) Strengthen local organizational efforts among neighborhood groups and public and private officials to obtain the necessary federal funding support for completing implementation of the Clean Water Master Plan.

POLICY 4

Conserve the existing supply of Federally subsidized lower income housing.

The HUD contracts under which the rents for these units are subsidized are due to expire at various points over

the next 15 years. If no way is found at the federal level to avoid this expiration, close to 3,000 South Bayshore residents could face substantial rent increases or displacement by the year 2000.

Implementation Actions

- 1) Work at a city wide level to influence federal housing policies to come up with a means of extending subsidies and avoiding displacement.
- 2) Obtain agreements from non-profit housing organizations which own and operate Section 8 housing projects to guarantee the continued affordability of this housing.
- 3) Assist non-profit housing corporations to acquire those for-profit Section 8 housing projects which will terminate in the near future.

POLICY 5

Conserve and enhance the existing supply of public housing.

Public housing is one of the main supplies of truly affordable housing. Its residential population is one of the most stable portions of the City's total population. Housing Authority officials and other City officials should work with tenant organizations and individuals in South Bayshore to increase federal funding to improve physical, social, and economic conditions in public housing areas. Many improvements can be carried out without additional Federal funding provided there is sufficient will and cooperation among appropriate local officials and residents. The following guidelines for cooperation between local officials and public housing tenants can be designed to operate at varying levels of federal funding.

1) Provide on-site social and economic programs for each housing project

Each public housing project should have adequate on-site facilities for programs that address essential social and economic needs. Particular services to be provided for residents should include child care, youth counseling, and job training and employment for adults and teens. Special priority should be given to supervising all children activity.

2) Develop more effective physical maintenance programs for housing projects

Both the large number of vacant public housing units and the rapid physical deterioration of units are unacceptable. The Housing Authority should move immediately to develop a more effective program for physical rehabilitation. It should explore the use of incentives, like rent credits, which make it easier for residents to take more responsibility in housing maintenance. Additionally, maintenance and upkeep rules should be strictly enforced by management.

3) Increase tenant role in management

Efforts to encourage greater resident participation in the maintenance of public housing units should be linked with efforts to increase their role in management. Compared to traditional public housing management, tenant management has been found to produce such additional benefits as (a) increased employment of residents, (b) a sense of personal development among participants in the tenant management process and, (c) a greater overall satisfaction with project management among residents.

The Housing Authority should create a demonstration project for tenant management and potential tenant ownership for one of the existing public housing communities in Bayview Hunter's Point. Special consideration should be given to the Hunter's Point Hill public housing community, which developed one of the first proposals for tenant management nearly twenty years ago. This proposal should be reviewed as part of the effort to create a demonstration project. Special priority should be given to training residents in home maintenance before they move into dwelling units. Also important for consideration are a tenant review board that screens prospective tenants and a system for rewarding outstanding tenants.

4) Improve interface between public housing communities and adjacent neighborhoods.

Unfortunately, physical maintenance of public housing projects often falls prey to neglect. Because of this, the contrasting physical appearance of public housing projects, compared to nearby homeowner and/or market-rate apartment neighborhoods, can sometimes cause negative stereotypes directed at

public housing residents. More positive interaction and mixing between the two communities can lead to greater understanding, as well as the removal of stereotypes.

5) Encourage greater use of local contractors in public housing improvement activities

Qualified minority contractors from the Bayview Hunter's Point community should be employed for physical improvement activities of public housing units to the maximum extent feasible. In addition, incentives should be given to local contractors to hire public housing residents. To the extent that union issues serve to restrict such employment, they should be addressed and resolved.

6) Enforce security measures

Special attention should be directed to the establishment of civilian "neighborhood watch" groups, and effective police monitoring, for the protection of public housing residents.

Implementation Actions

- 1) Work with the tenants and the Housing Authority to implement the guidelines.

OBJECTIVE 2

ENCOURAGE CONSTRUCTION OF NEW AFFORDABLE AND MARKET RATE HOUSING AT LOCATIONS AND DENSITY LEVELS THAT ENHANCE THE OVERALL RESIDENTIAL QUALITY OF SOUTH BAYSHORE.

POLICY 1

Encourage development of new affordable ownership units, appropriately designed and located and especially targeted for existing Bayview Hunters Point residents.

Rezoning of the Candlestick Point Perimeter area from industrial to residential, the potential for new housing at Hunters Point Shipyard, the development of Bayview Hill, the revitalization and intensification of development of Third Street, and the presence of numerous

scattered sites in areas already zoned residential provide the potential for thousands of new housing units in South Bayshore. A major program effort targeting new affordable housing for existing Bayview Hunters Point residents is needed if much of the existing population is not to be displaced by new housing growth over the next ten to twenty years.

Implementation Actions

- 1) Encourage all residential developments of ten or more units requiring discretionary approval to include at least 10% of affordable units.
- 2) Require all developers of ten or more dwelling units to make good faith efforts to use qualified minority contractors from Bayview Hunters Point in their construction activities to the maximum extent feasible.
- 3) Establish through the Redevelopment Agency and/or the Mayor's Office of Housing an affordable housing program especially designed to provide new housing opportunities for existing Bayview Hunters Point residents.
- 4) Work with community organizations to establish a citizen participation mechanism providing adequate representation for all Bayview Hunters Point residents during all phases of the program.
- 5) Establish the following objectives for the program:
 - a) Target the income bracket for the program at 100% of median income of the San Francisco Standard Metropolitan Statistical Area (SMSA)
 - b) Give priority to existing Bayview Hunters residents, especially residents and the children of residents who have been displaced by previous redevelopment project activity.
 - c) Encourage dispersal of affordable units with market rate units where possible.
 - d) Encourage participation by reliable and capable non-profit housing developers.
 - e) Develop residential design guidelines and provide opportunities for community review to assure that future residential development is of the highest quality possible.

POLICY 2

Develop new multi-family housing along Third Street according to the overall goals for revitalization of the street.

Specific guidelines for the revitalization of Third Street are provided under Objective 2, Policy 1 in the Land Use Element. A graphic description is given in Figure 7.

Implementation Actions

- 1) Establish as a part of its overall Third Street revitalization program a special component to facilitate development of senior housing in the first stage and resolve issues pertaining to the development of regular apartments in the last phase.
- 2) Establish the following working objectives for this program component:
 - a) Identify most appropriate locations for new apartments on Third Street.
 - b) Develop appropriate ratio of affordable-to-market rate units to assure long term economic viability of apartment development along Third Street.
 - c) Develop design guidelines for apartments to assure highest quality possible; give priority to design features that show continuity with stable and viable older apartment districts in San Francisco.
 - d) Develop a financing strategy to identify least costly and most reliable steps to making the street more attractive and secure for private apartment development.

COMMERCE

IMPROVE THE VITALITY OF SHOPPING AREAS AND ATTRACT COMMERCIAL INVESTMENT FOR THE GREATER CONVENIENCE OF THE PEOPLE WHO LIVE AND WORK IN SOUTH BAYSHORE.

OBJECTIVE 1

ENCOURAGE HEALTHY RETAIL REUSE IN THE EXISTING COMMERCIAL CORE OF THIRD STREET. ENCOURAGE COMPLEMENTARY GROWTH IN ADJACENT SECTIONS.

South Bayshore has over 567 commercial establishments. These establishments are dispersed throughout South Bayshore, but the greatest concentrations occur along Bayshore Boulevard and Third Street. The establishments along Bayshore consist primarily of heavy commercial outlets, such as large lumber yards and major hardware stores. Located on the periphery of the district with direct access to the James Lick Freeway, the Bayshore Boulevard commercial area serves a regional market and is economically healthy. Third Street, running through the middle of the district, is neighborhood-serving in orientation. While immediately accessible to the surrounding residential community of Bayview Hunters Point, it is relatively insulated from other parts of the city and region and is not likely to attract a larger outside market.

The primary challenge facing the commercial sector in South Bayshore is stimulating sufficient private investment interest in healthy economic uses on Third Street.

POLICY 1

Make the commercial blocks on Third between McKinnon Avenue to the north and Thomas and Thornton Avenues to the south the center of new commercial growth.

This section is the logical heart of Third Street. Its blocks would be the focus under the Third Street revitalization program for encouraging healthy retail reuse. It contains the largest concentration of existing retail establishments in the district outside of those on Bayshore Boulevard.

Implementation Actions

- 1) Establish as a part of the overall revitalization program for Third Street a specific component to deal with encouragement of healthy retail reuse on the commercial core blocks of the street.
- 2) Encourage the Redevelopment Agency to assure that the citizen participation mechanism for this component provides for adequate representation by existing merchants and property owners on the streets as well as residents from affected residential areas.
- 3) Establish the following objectives for this program component:
 - a) Conduct economic surveys to accomplish the following objectives: identify the specific business assistance needs of existing local merchants and property owners, through door by door interviews if necessary; and identify the potential new retail uses that can be successfully developed on Third Street to make the commercial core blocks more vital and vibrant.
 - b) Link business assistance needs of existing local merchants and property owners with new neighborhood retail needs to determine most appropriate strategy for encouraging healthy retail reuse on commercial core blocks.
 - c) Customize business assistance services according to the retail reuse strategy, giving priority to strengthening the economic position of existing merchants and property owners from Bayview Hunters Point while also attracting new merchants to the street.

POLICY 2

Shape improvement of Bayview Opera House to serve as primary activity center for revitalization of commercial core section of Third Street.

By location, historical character, and overall mission the Bayview Opera House is central to any efforts to revitalize Third Street. As one of the primary city facilities providing cultural and artistic programs for San Francisco's African-American population, it has the potential to serve as a magnet for attracting the necessary outside market needed to make retail activity on the street economically strong.

Implementation Actions

- 1) Establish as a part of the overall Third Street revitalization program a component to deal with the physical improvement of the Bayview Opera House and the buildings and uses immediately surrounding it.
- 2) Establish the following objectives for this program component:
 - a) Improve architectural design of the building to enhance conservation of its historical character.
 - b) Design the public areas adjacent to the Opera House to accentuate its public visibility, maximize its utility as an activity center, and strengthen its linkages to the retail uses surrounding it.
 - c) Concentrate and shape business assistance services on the blocks immediately surrounding the Opera House to encourage development of retail uses that are most supportive of the Bayview Opera House's role as an activity center.
 - d) Develop adequate off-street parking facilities for activity center.

POLICY 3

Develop secondary nodes of commercial activity.

Commercial uses in the district should be distributed in a locational pattern that provides convenient access to essential retail services for all residential neighborhoods. All residents should be within walking distance, approximately one-half mile, of essential neighborhood retail services.

Implementation Actions

- 1) Designate the following locations as secondary nodes of commercial activity; the commercial area on Innes Avenue between Earl and Hawes Avenues; the commercial area on Gilman Avenue between Hawes and Fitch Avenues; Third Street between Gilman and Jamestown Avenues; and the proposed commercial site on Kiska Road in the Hunters Point Redevelopment Area.
- 2) Maintain existing CM zoning on Innes between Earl and Hawes so that among other things it can provide essential retail services to surrounding residential neighborhoods.
- 3) Maintain existing NC zoning on Gilman between Hawes and Fitch so that among other things it can provide essential retail services to surrounding residential neighborhoods.
- 4) Maintain Third Street between Gilman and Jamestown as a neighborhood-commercial zone so that it can provide essential neighborhood-retail services to the Bayview Hill community.
- 5) Promote a mixture of housing and retail as a way of attracting development to the Kiska Road redevelopment site on top of Hunters Point Hill.
- 6) Create a small neighborhood commercial area within the proposed new residential area along the perimeter of the Candlestick Point State Recreation Area.

INDUSTRY

MAINTAIN AND ENHANCE EXISTING INDUSTRIAL AREAS TO BETTER MEET THE CITY'S AND SOUTH BAYSHORE'S ECONOMIC NEEDS; ACHIEVE A CLOSER LINKAGE BETWEEN THE EMPLOYMENT AND INVESTMENT OPPORTUNITIES CREATED IN THE INDUSTRIAL AREAS AND THE EMPLOYMENT AND ENTREPRENEURIAL NEEDS IN THE BAYVIEW HUNTERS POINT COMMUNITY.

Over one half of the land in South Bayshore is devoted to industrial uses. The subareas which have industry as the primary land use include: Northern Industrial, India Basin, Hunters Point Ship Repair and Support Facility, South Basin East, and South Basin West. Together these industrial areas contain over 500 establishments and provide over 15,000 jobs. Maintaining the vitality and growth of these areas is crucial to the economic well being and future of South Bayshore as well as the city as a whole.

The Northern Industrial, India Basin and Hunters Point Ship Facility subareas are oriented toward heavy industry and heavy commercial. Physically removed from the primary residential areas of South Bayshore, India Basin in particular is more directly linked to the adjacent heavy industrial uses in the Central Waterfront above Islais Creek immediately outside the boundaries of South Bayshore. Growth in South Basin is circumscribed by surrounding residential areas and the Candlestick Point State Recreation Area. Future growth should be directed toward achieving more efficient utilization of space in already built-up industrial areas and improving compatibility with the State Park and surrounding residential areas.

The other industrial area - the Hunters Point Ship Repair and Support Facility - is federal property. Occupying over 500 acres, it is the single largest industrial area in the district, and has had determining influence on the overall economy of South Bayshore particularly when it was fully utilized by the navy as a major ship repair facility from World War II to 1974.

OBJECTIVE 1

STRENGTHEN THE ROLE OF SOUTH BAY-SHORE INDUSTRIAL AREAS IN THE OVER-ALL ECONOMY OF THE DISTRICT AND THE CITY AS A WHOLE.

POLICY 1

Maintain industrial zones in Northern Industrial and India Basin sub-districts.

Implementation Actions

- 1) Maintain M-1 and M-2 zoning for Northern Industrial, India Basin, and South Basin sub-districts.
- 2) Encourage new industrial and/or heavy commercial uses that help to provide employment and business opportunities for Bayview Hunters Point and strengthen the economic base of the city.

POLICY 2

Achieve full reuse of Hunters Point Naval Shipyard.

A major opportunity to bring the Hunters Point Ship Facility under productive use for local purposes has become available with the Congressional decision to disapprove the home porting of the U.S.S. Missouri battleship at the shipyard. The Navy is not likely to have the funds or the need to develop most of the shipyard area anytime in the foreseeable future. This creates an opportunity for the Navy and the City to work together through a joint venture to bring the shipyard area into full productive use in a way that benefits both the Navy and the City.

Implementation Actions

- 1) Seek agreement between the Navy and the City and County of San Francisco on a program for full reuse of Hunters Point Shipyard.
- 2) Utilize existing citizen participation structures to establish a citizen committee with adequate representation by the Navy, Bayview Hunter Point residents, shipyard tenants, and other affected parties to explore alternative for reuse of the shipyard.

OBJECTIVE 2

IMPROVE LINKAGE BETWEEN GROWTH IN SOUTH BAYSHORE INDUSTRIAL AREAS AND EMPLOYMENT AND BUSINESS NEEDS OF THE BAYVIEW HUNTERS POINT COMMUNITY.

POLICY 1

Increase local employment in nearby industries.

The India Basin Redevelopment Project has been successful in attracting new industries to the South Bay-shore district. But it does not appear to have met its employment goals of proposing major job opportunities for local residents. Local unemployment rates have increased since completion of the project. Future revitalization activities should give greater priority to assuring job opportunities for local residents.

Implementation Actions

- 1) Require contractual agreements between City and developers of industrial and commercial facilities with ten or more employees to establish an enforceable process for making construction and permanent jobs available to qualified Hunters Point residents. Agreements should also establish process for use of local contractors and firms for construction and procurement activities. City should work through community based job training entities in Bayview Hunters Point to implement employment provisions.
- 2) Ensure that any financial or technical assistance provided by the City for a new industrial or commercial development of ten or more employees is conditioned by local employment and business opportunity provisions that are targeted for the Bayview Hunters Point community.
- 3) Require new commercial and industrial developers and employers to participate in a centralized employment brokerage program established to assist employers in locating qualified workers from Bayview Hunters Point.
- 4) Strengthen community job training and education efforts to assure greater access to employment and business opportunities in industrial areas.

- 5) Increase outreach efforts by community job training entities, such as Young Community Developers and the Southeast Community College Center, to local residents, giving special priority to residents in public housing projects.
- 7) Assist efforts by community job training entities to maintain a comprehensive and current list of available job opportunities and 'job-ready' local residents.
- 8) Have Mayor's Office of Community Development (OCD) ensure that employment and training needs of Bayview Hunters Point residents are taken into consideration in OCD's development of recommendations to implement the job provisions of Proposition M.

POLICY 2

Encourage the local business community to play a larger role in the industrial sector of South Bayshore.

In the recent past, the business community in Bayview Hunters has focused most of its interest on revitalizing the retail section of Third Street. Yet even with such revitalization, business opportunities would be limited because of the essentially neighborhood-serving commercial function of Third Street and the excessive supply of existing commercial space. Potentially the industrial sector of South Bayshore offers more business opportunities than the commercial sector. The local business community should broaden its interest in economic development to look at ways of playing a larger role in the industrial sector.

Implementation Actions

- 1) Convene of a series of educational workshops with the local business community on potential business opportunities in the industrial sector and how local businesses might take advantage of them.
- 2) Encourage community-based economic development corporations to work with the local business community to develop and implement a plan to establish an incubator industry program in the South Bayshore industrial area. Such a program could be linked to Young

Community Developers and the Southeast Community College to provide job opportunities for local young people.

URBAN DESIGN

OBJECTIVE 1

ENHANCE SOUTH BAYSHORE'S POSITIVE FEATURES.

South Bayshore has many positive features: a varied topography, a shoreline, a warm and sunny climate, a small pedestrian-oriented building scale, and at times a certain charm to its unkempt character. The problem is that many of its positive features become overwhelmed by such things as unattractive building features, intrusive truck and automobile traffic and 'blank' spaces that lack definition.

To a large extent, many of the community economic development problems will have to be resolved before the positive features of South Bayshore as an urban district can become fully expressed. For example, Third Street provides the initial and primary visual impression of the district to most outsiders traveling through it. The bars on shop windows and doors, the boarded up storefronts, and the general scene on most blocks give an uninviting impression. It will be difficult to correct this negative visual impression until healthier economic uses are brought to the street. The underlying problem is economic. However, once a certain threshold is reached in solving the economic problems, urban design becomes very important. The scale of buildings, their relationship to each other and the street and sidewalks, the placement of street furniture, and other factors relating to the treatment and organization of space become important for giving the street an inviting appearance and sustaining marketability and growth over the long run.

POLICY 1

Better define South Bayshore's open space areas by building up the areas around them.

South Bayshore has a unique assortment of public open space, including Bay View Hill Park, Hilltop Plaza, Adam Rogers Park, Youngblood Coleman Playground, Bayview Playground, the Candlestick Point State Recreation Area, and the Bayview Farm. Yet some of these



**South Bayshore
STATE RECREATION AREA RECLASSIFICATION**

Figure 18

 RH-2, M-1 Reclassified to P

areas do not stand out visually, and some are not fully accessible to the community, due in part that some of them such as Bay View Hill and Candlestick Point State Recreation Area, are not fully improved as public open space areas and the surrounding privately owned property around them is not adequately built up. Construction of more housing and development of more intense pedestrian-oriented activity around their edges would help to accent their existence as open space areas, and promote their use.

Implementation Actions

Candlestick Point State Recreation Area

- 1) Encourage the State of California to expedite completion of remaining improvements for Candlestick State Recreation Area.
- 2) Rezone the privately owned land in the Candlestick Point Perimeter area from industrial to residential, as proposed in the Land Use section, to attract more supportive adjacent uses for the State Park.
- 3) Promote implementation of the Candlestick Point State Recreation Area Master Plan, giving special attention to the development of the Yosemite Canal as a natural wetlands area.

Bayview Hill Park

- 1) Encourage development of vacant portions of Bayview Hill with appropriate residential densities to accent boundaries of Park and provide the population and economic justification for scheduling improvements for the Park, consistent with protection of natural habitat areas and geological and slope constraints.
- 2) Allocate funds and schedule work for improvements to Bayview Hill Park to complement increasing residential development surrounding the Park.
- 3) Require affected private developers to construct a permanent access road to the park. The City should construct the road, unless private development is timely. Any access road should be aligned to avoid geological hazards and steep slopes and enhance protection of significant natural areas, if such hazards and areas are found to exist.

Bayview Farms

- 1) Maintain the agreement worked out between the community, the League of Urban Gardeners, and the developer to maintain the open space as an active agricultural area in perpetuity.

POLICY 2

Improve the visual quality of Third Street around the Opera House.

Third Street between McKinnon Avenue and Thomas and Thornton Avenues is proposed as the primary commercial and activity center for South Bayshore. Although Third Street is a major vehicular thoroughfare, the building scale is pedestrian-oriented. This orientation should be strengthened in concert with efforts to bring healthier economic uses and more people on the street to shop. Particular attention should be given to making the space around the historic Opera House more attractive and secure for leisure shopping and for cultural and social events. Development of the two small triangular blocks in this section of Third can play a useful role in this regard.

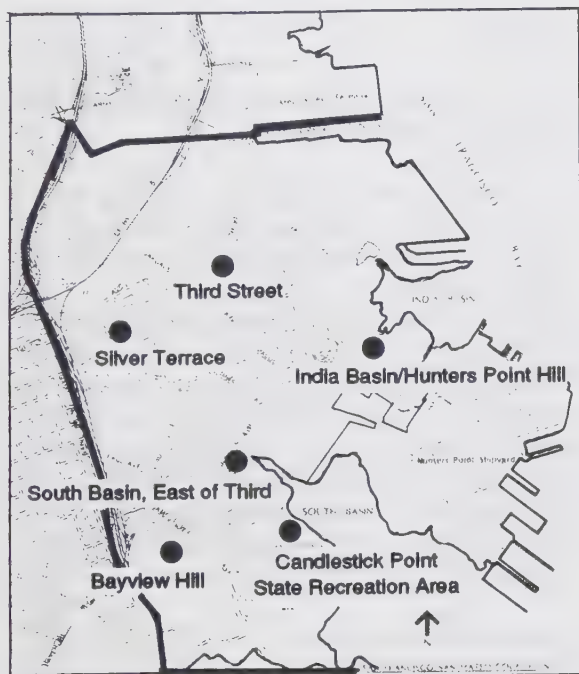
Implementation Actions

- 1) Develop an urban design plan for strengthening and enhancing the pedestrian orientation of Third Street between McKinnon Avenue, Thomas and Thornton Avenues with the Opera House serving as the hub of pedestrian activity.
- 2) Coordinate development and implementation of the plan with the overall planning and development activities for revitalization of Third Street, as proposed in the Land Use Element of this plan.

Following is a description of the subareas which interlock to give South Bayshore its distinctive character:

DISTINCTIVE CHARACTERISTICS OF SOUTH BAYSHORE

There is enough developable land among and within built up portions of South Bayshore for new growth to have a major impact on its overall aesthetic character. The primary design challenge is to locate and shape new growth to accentuate the positive characteristics inherent in the topography, history, and existing use activities of the district.



DISTINCTIVE AREAS

Figure 19

INDIA BASIN/HUNTERS POINT HILL

The steep incline of the northern side of Hunters Point Hill provides a dramatic visual image of the separation between the heavy industrial uses of India Basin and the residential neighborhoods of Hunters Point.

Innes Avenue along the northern base of the hill has a low building scale and interesting mixture of single family residential, commercial, and light industrial activities in an intimate pedestrian setting. New retail and eating and drinking uses would help foster comingling among these various uses.

Roadways combing the intricate texture of the hill reveal a dense residential population, where blocks of older multi-family housing projects are linked to blocks of newer suburban-style housing, with sudden dramatic views of the bay at various points.

The open space at the top of Hunters Point Hill Park offer sweeping views of the industrial side of the bay- Hunters Point Shipyard, the shipyards of Oakland and Alameda- views linked to the industrial-oriented character one experiences in South Bayshore at a pedestrian level.

SOUTH BASIN, EAST OF THIRD

The eastern edge of South Basin along the Candlestick Point State Recreation Area provides an interesting mixture of light industrial, institutional and residential uses with level topography and convenient pedestrian access.

Cottages and small church buildings scattered among the small manufacturing, warehousing, and other industrial uses of South Basin convey a sense of the 'early industrial city' when there was a healthy tolerance for and comingling among these diverse uses.

CANDLESTICK POINT STATE RECREATION AREA

The state park provides direct public access to the southeast shoreline of San Francisco Bay with a major wetlands area to be developed at the Yosemite Canal.

The park provides a naturalistic upland and wetland environment along the shore of the Bay that offers respite and seclusion.

Strong gusty winds along the shoreline during most days tend to encourage individualized activities, such as walking, fishing, and wind-surfing.

BAYVIEW HILL

Perceptions from the heavily wooded glade at the top of the hill interweave a sense of closure and seclusion with dramatic open-ended views of the entire South Bayshore area, Downtown, and the bay.

(Continued on next page)

Existing residential neighborhoods reveal an interesting mixture of small cottages and single family flats over a garage, many perched in intimate niches created by the uneven topography of the hill.

The evenly terraced eastern side of the hill above Executive Park contrasts with uneven texture of the northern side where sudden drops in elevation reach flat table-like formations.

SILVER TERRACE

Uniformly developed older residential blocks consisting of one story flats over a garages with stucco exteriors, are reminiscent of those in the Sunset, Richmond and Excelsior districts.

The Bayview Farm agricultural area provides an open vista from the solid residential blocks and a transition to the light industrial uses in South Basin, west of Third Street.

THIRD STREET

Third Street has an intimate pedestrian character, with a warm sunny climate on most days. This character is understated because of the overconcentration of unhealthy uses and automobile orientation that presently characterize the street.

The Bayview Opera House is uniquely situated to serve as a major activity center which preserves the working class heritage and brings together the diverse social and cultural elements that make up today's community.

OBJECTIVE 2

IMPROVE DEFINITION OF THE OVERALL URBAN DESIGN OF SOUTH BAYSHORE

POLICY 1

Recognize and enhance the distinctive features of South Bayshore as an interlocking system of diverse neighborhoods and open areas.

The major land uses in South Bayshore tend to be distributed in bands that stretch across the width of the district. The northernmost band is given over to heavy industrial and commercial uses. The central band consists of the heart of the residential community, commonly known as Bayview-Hunters Point. It is followed by South Basin, a light industrial area that has an intimate relationship to the residential neighborhoods along its edges. Below South Basin is Bayview Hill, the southernmost residential neighborhood in the district, as well as Candlestick Park Stadium and Executive Park.

South Bayshore is commonly thought of a semi-rural area; yet it is a built-up urban area with a rich variety of land uses. Hunters Point has been noted for its heavy concentration of public housing; yet it contains a variety of residential neighborhoods and housing types. Historically, there have been serious land use conflicts between industry and housing in South Bayshore. Today some conflicts remain, but by and large industry and

housing, along with commerce and open space, function together as a coherent whole. Efforts to revitalize South Bayshore should be accompanied by efforts to encourage greater recognition and definition of the diverse uses that make up the subareas of South Bayshore and of the interrelationship among these subareas which give a unique urban character to the district as a whole.

Implementation Actions

- 1) Encourage voluntary efforts by citizen groups, schools, and professional associations to describe the positive and negative aspects of South Bayshore and what can be done to make it more pleasant and attractive. One of the most interesting research projects done on South Bayshore is a community history book prepared by a fourth grade class at Saint Paul of the Shipwreck School in 1987. The book provides a revealing glimpse of how children see their community environment in both positive and negative terms. Similar efforts should be encouraged among citizen and school groups to stimulate residents to see themselves and their community environment in bigger terms.
- 2) Develop information on the unique, positive characteristics of the South Bayshore for dissemination to the public. Organizations such as

the Visitors and Tourists Bureau should be encouraged to include Bayview Hunters Point in its public information on San Francisco neighborhoods. These organizations should be provided with balanced information on the diverse characteristics of the South Bayshore district.

- 3) Develop and implement small scale public improvement projects that will enhance the distinctive urban character of the area.
- 4) Link marketing of specific revitalization projects to improved public information on the amenities that exist in the district as a whole. As specific revitalization projects occur in South Bayshore and efforts are made to market new space, these marketing efforts should include information on the variety of amenities, natural and man-made, offered by the district.
- 5) Encourage professional associations, such as San Francisco Chapter of the Institute of Architects, to work with residents on design studies of specific areas in the district.

POLICY 2

Increase awareness and use of the pedestrian/bicycle trail system that links subareas in South Bayshore with the rest of the City.

The pedestrian bicycle trail system is shown on Figure 15. The large land area and hilly topography of South Bayshore can make it difficult to cover by walking. Bicycling is a convenient alternative. Information about the plan should be made more available to the residents of the South Bayshore. There may be an opportunity to extend the plan through the South Bayshore, using abandoned rail lines, particularly the rail spur that runs along the edge of South Basin.

In addition, there is an effort underway to create a regional recreational trail called the San Francisco Bay Trail, around the Bay. A portion of the Bay trail will run through South Bayshore. Figure 15 shows the course of the trail through South Bayshore.

Implementation Actions

- 1) Encourage wider public distribution of the signed bikeways plan map for the South Bayshore, particularly among existing area residents.
- 2) Investigate feasibility of developing abandoned railways into pedestrian pathways that serve as a border between industrial and residential areas.
- 3) Develop and implement a plan for pedestrian/bicycle pathways linking subareas of South Bayshore with the Bay Trail.

RECREATION AND OPEN SPACE

OBJECTIVE 1

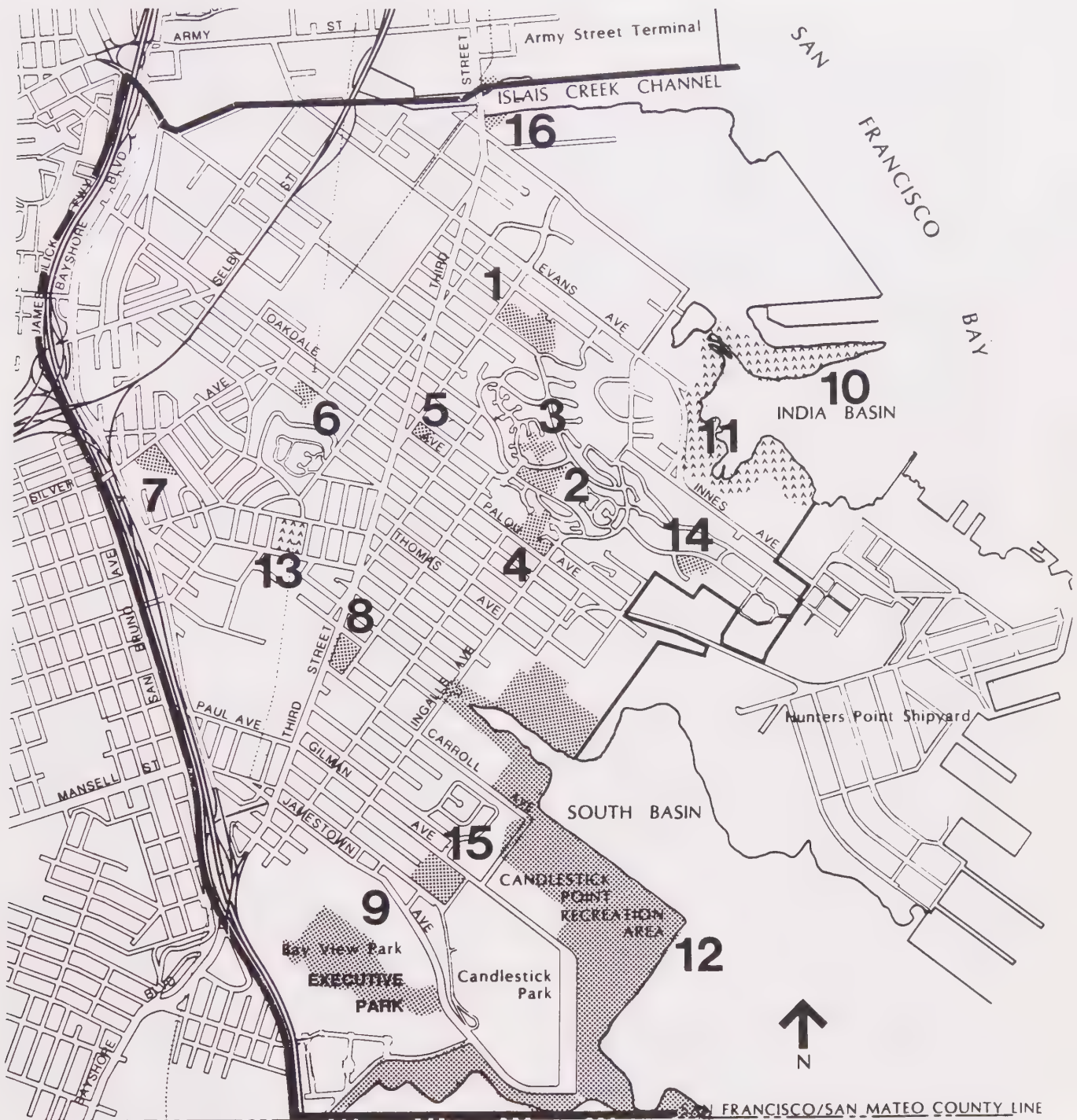
PROVIDE ADEQUATELY LOCATED, WELL DESIGNED, FULLY EQUIPPED AND WELL USED RECREATION FACILITIES.

South Bayshore is more than adequately endowed with recreation and open space facilities in terms of gross acreage. When the Candlestick Point State Recreation is counted among its overall facilities, the amount of park land per 1,000 population comes out to approximately 10.36 acres, about twice the City's average of 5.5 acres per 1,000 population. Primary issues relate not to the quantities of recreation and open space facilities but rather the lack of resident utilization of facilities; the lack of improvements at some facilities; lack of accessibility due to geographic distance or topography; and imbalance in some cases between specific recreational facilities or programs offered and the interest of the surrounding community in these facilities or programs; and the costs of adequately maintaining facilities.

POLICY 1

Make better use of existing facilities.

The South Bayshore is served by a number of City parks and recreation facilities, including Youngblood Coleman Playground, Hilltop Park, Adam Rogers Park, Lee Recreation Center, Milton Meyer Recreation Center, Bayview Playground, Gillman Playground and King



South Bayshore PARKS AND OPEN SPACE LOCATIONS



Existing Parks and Open Space



Proposed Parks and Open Space

1. Youngblood Coleman
2. Hilltop Park
3. Ridgeway Plaza
4. Adam Rogers
5. Lee Recreation Center
6. Palou/Phelps Mini Park
7. Silver Terrace Playground
8. Bayview Playground
9. Bayview Park
10. Pier 96
11. India Basin Pub. Shoreline
12. Candlestick Pt. St. Rec. Area
13. Historic Farm Site
14. Milton Meyers Rec. Center (Hunters Point Rec. Center)
15. Gilman Playground
16. Islais Creek Public Access (Port)

Figure 20

Pool. A new public shoreline park will be created along India Basin. In addition to City facilities, the 155 acre Candlestick Point State Recreation Area extends along the eastern shoreline from the San Mateo County line north along the Bay to Hunters Point Naval Shipyard. The list of facilities includes hilltop parks with great views of the City and Bay region, shoreline parks, and neighborhood parks with specialized recreation facilities and programs.

Many of these varied parks, open spaces, and recreational facilities are under used by the neighborhood residents. This is due to a number of factors, including: limited access, such as at Bay View Park; an imbalance between specific recreational facilities and the interest of the surrounding community in these facilities; a need for increased recreation programming and staffing; better facility maintenance; or a lack of resident information about available programs. All these issues should be addressed.

In each case, community residents and Recreation and Park Department staff should be discussing these issues and identifying mechanisms to increase resident utilization of the recreation and park facilities. The Recreation and Park Department holds public hearings annually to receive public input on what recreational activities neighborhood residents want offered at their local parks and recreational facilities. In addition to the annual meetings, staff at neighborhood facilities meet with community residents to talk about facility programming and other neighborhood concerns. The Recreation and Park Department should consider whether their community outreach efforts might be increased to achieve broader community consensus about needs, interests, goals and improvements.

Implementation Actions

- 1) Have Recreation and Parks Department monitor and evaluate its citizen information and participation activities in South Bayshore and make the necessary improvements to assure maximum dissemination of information and citizen involvement in the planning and use of recreation facilities.
- 2) Encourage development of supportive adjacent uses to recreation and open space areas to accent definition of these areas as appropriate and promote greater public utilization.

POLICY 2

Maximize joint use of recreation and education facilities.

In addition to City and State Recreation and Park facilities, a number of other recreation facilities and programs are located in South Bayshore. Opportunities for community use of these facilities should be increased and/or improved.

Some of these facilities include public schools. In the South Bayshore district, after school recreation programs are offered at Bret Harte School, Sir Francis Drake School, Joseph Lee Recreation Center, Youngblood Coleman Playground, and Milton Meyer Recreation Center. The Recreation and Park Department and the community should monitor community utilization of available after school sites, and determine whether site additions are required, and whether any other program changes would result in better utilization of the available facilities.

There are also significant opportunities for community use of the Candlestick Point State Recreation Area. The City and South Bayshore community should continue to work with the State Department of Parks and Recreation to implement the master plan for Candlestick Point State Recreation Area. Provision of better public transit to the State Park from South Bayshore, and the City as a whole would also help to increase use of this great recreational resource.

Implementation Actions

- 1) Encourage City Recreation and Parks Department to increase community outreach efforts in Bayview Hunters Point.
- 2) Have City Recreation and Parks Department staff review and report to appropriate community organizations on allocation and use of monies for renovating recreation and park facilities in South Bayshore using a representative community organization as a central point of contact.
- 3) Have Recreation and Parks Department work with appropriate community organizations in South Bayshore to assure optimal scheduling and use of renovation and maintenance funds for recreational and park facilities.

- 4) Have Recreation and Park Department monitor community utilization of available after school sites, report findings back to appropriate community organizations, and make necessary improvements to maximize utilization.
- 4) Encourage State to expedite completion of remaining improvements to Candlestick Point State Recreation Area
- 5) Encourage MUNI to improve public transit to the State Recreation Area.

POLICY 3

Renovate and renew South Bayshore parks and recreation facilities, as needed.

South Bayshore Parks and recreation facilities need regular maintenance and periodic renovation in order to attract and accommodate continued and increasing neighborhood use. South Bayshore should receive its fair share of funds for this purpose.

OBJECTIVE 2

PROVIDE CONTINUOUS PUBLIC OPENS SPACE ALONG THE SHORELINE OF SOUTH BAYSHORE UNLESS PUBLIC ACCESS CLEARLY CONFLICTS WITH MARITIME USES OR OTHER NON-OPEN SPACE USES REQUIRING A WATERFRONT LOCATION.

The Recreation and Open Space Element of the Master Plan contains specific policies for open space development along the shoreline of the Bay. The general shoreline policies and their application to specific areas within South Bayshore are as follows:

POLICY 1

Assure that new development adjacent to the shoreline capitalizes on the unique waterfront location by improving visual and physical access to the water in conformance with urban design policies.

POLICY 2

Maintain and improve the quality of existing shoreline open space.

POLICY 3

Create a trail around the perimeter of the City which links open space areas along the shoreline and provides for maximum waterfront access.

POLICY 4

Provide new public open spaces along the shoreline.

These policies apply to the following areas in South Bayshore as follows:

Islais Creek

Continue to provide well defined public access to the banks of Islais Creek at the Third Street bridge. Contingent upon development of a train trestle along the channel, construct a broad public access boardwalk along Islais Creek that provides areas for fishing and public enjoyment. Maintain and enhance view corridors along Islais Creek to the Bay.

Pier 98

Pier 98 is a narrow eleven acre spit of land extending about 2,400 feet into the Bay at India Basin and consists primarily of fill placed there for a new bridge, the Southern Crossing, that was once proposed for the site. To avoid conflict with the Port's needs for a portion of the area to support maritime terminal operations, make the pier south of Jennings Street available for public shoreline access. Include a trail system, seating and picnic tables, and wildlife observation areas. Maintain support of a significant seasonal shorebird and wildlife population and restore and enhance marsh and tidal mudflats. The Recreation and Park Department should be encouraged to expedite improvements to help stimulate revitalization of the area.

India Basin

Retain existing privately operated boat maintenance and repair yard uses. Give priority to development of marine oriented industrial and commercial recreation

on property inland of the shoreline. Acquire and develop the shoreline areas as a continuous waterfront park. Permit development of a small boat marina with related facilities, including a public boat launch facility. Provide well-marked pedestrian and bicycle trails. Create grassy picnic areas and reserve vista points with good views over the Bay and to the downtown area. Investigate potential to reintroduce marsh and mudflats to restore these habitats for native flora and fauna.

Hunters Point Naval Shipyard

Seek ways to increase public access to the shipyard shoreline without interfering with security sensitive and maritime uses. Encourage construction of new naval housing near the north gate entrance. Shoreline access could be provided along South Basin extending east from the Candlestick Point State Recreation Area. Encourage development of the shoreline trail along Earl Street through the Naval Shipyard site to link up Candlestick Point and the Indian Basin area.

Candlestick Point

Encourage and facilitate implementation of the master plan for development of the two-hundred acre Candlestick Point State Recreation Area, which extends from the County line north to Shafter Avenue along the Bay shoreline.

The State's master plan calls for enhancement of wild-life habitat and development of water-oriented uses, and other active and passive recreational uses. The marsh is to be restored near the mudflats at the north end of the park to form a natural wetland. Native trees, shrubs, and ground cover are to be planted in upland areas throughout the park to recreate the indigenous vegetation of the Bay region. The plan calls for construction of an interpretive center to promote environmental education. The plan also calls for creation of an island off-shore to provide a resting place for migratory birds. Another passive recreation area is planned for the southeast end of the park at 'Sunrise Point'. This plan calls for construction of hiking trails throughout the park.

Jogging trails will link up with an exercise concourse. A separate network of bicycle trails will connect the various activity centers of the park and skirt the Bay shoreline. The plan also calls for development of a community garden center, picnic areas, a campground with facilities for overnight group camping, fishing piers, swimming beaches, and a community cultural and recreation center.

The water oriented uses proposed in the Master Plan for the State Park include: a marina complex with space for a ferry landing and concessions and slips for permanent as well as day-time boat tieups. The marina would also include a lagoon for sailboats and other non-powered craft as well as a restaurant and snack bar.

Bayview Hill

Improve Bayview Park to make it more accessible for the public. Consider a greater linkage between Bayview Hill and the Candlestick Point State Recreation Area. This linkage could be established by creating a pedestrian trail between the two. As private development occurs along the periphery, orient that development in ways that will enhance the attractiveness of the park and improve accessibility to it.

COMMUNITY FACILITIES AND SERVICES

ASSURE ADEQUATE NUMBERS, TYPES, AND LOCATIONS OF COMMUNITY FACILITIES AND SERVICES THAT ARE RELEVANT TO PRESSING SOCIAL AND ECONOMIC PROBLEMS IN BAYVIEW HUNTERS POINT.

Overall, South Bayshore has an adequate physical supply of multi-purpose community facilities. The primary issues which should be addressed relate to: providing adequate physical maintenance for these facilities in light of shrinking local funding; maintaining an effective level and quality of program services in the face of federal and state funding cutbacks; increasing utilization of existing facilities, particularly the Opera House, the Southeast Community College Center and the old Wells Fargo Bank building which is now serving as a community center; and shaping the overall coordination of program service delivery to have maximum impact on social needs in the Bayview Hunters Point community.

A comprehensive survey of community problems by the Bayview Hunters Point Roundtable, a coalition of service providers, found the Bayview Hunters Point community to be facing "spiraling problems relating to poverty, teen pregnancy, unemployment, substance abuse, single parent families, and students dropping out of high school." The survey, entitled "Directions to the Future, Issues and Strategies for Change in the Bayview Hunt-

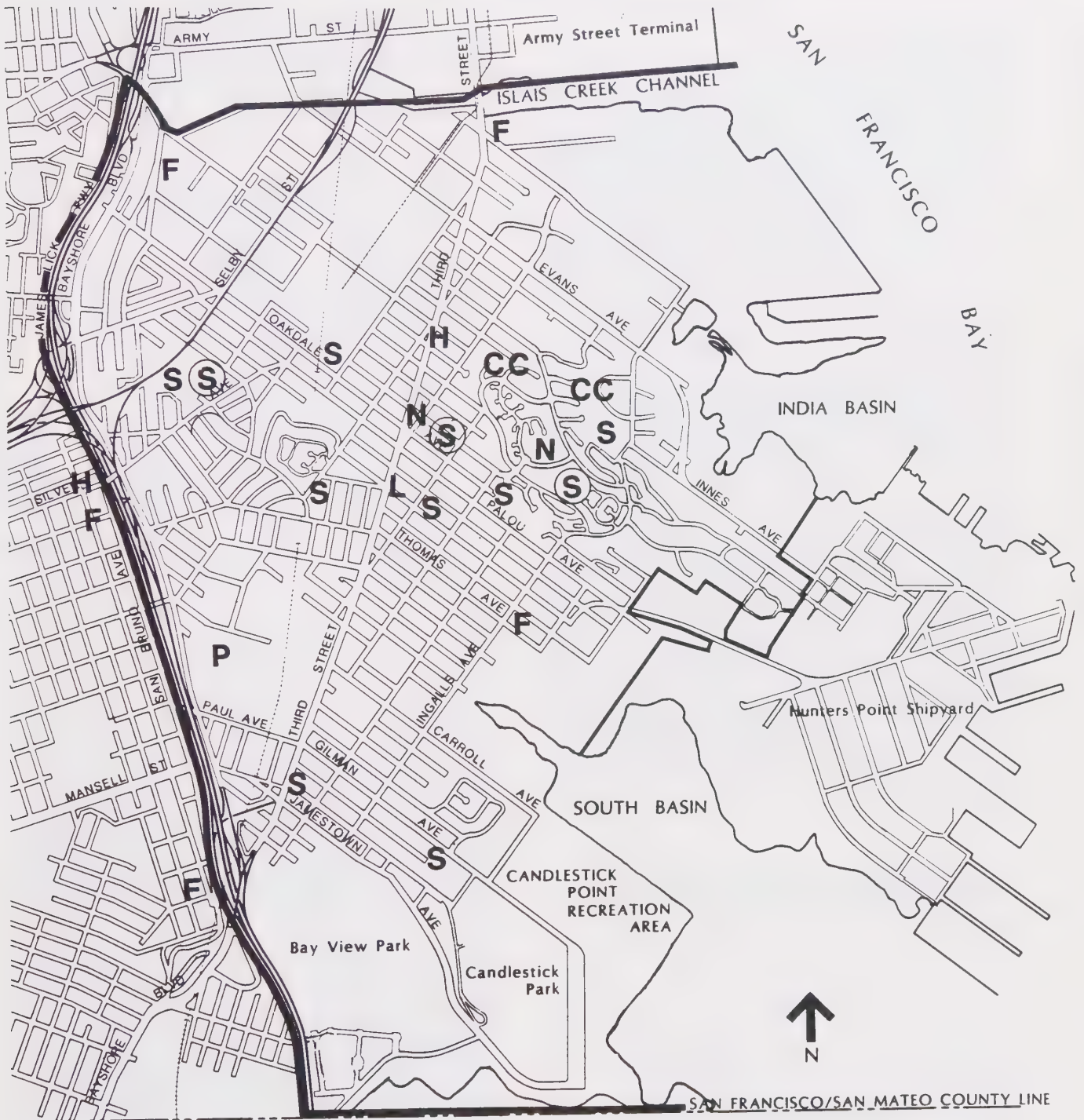


Figure 21

**South Bayshore
COMMUNITY FACILITIES, PUBLIC HEALTH AND SAFETY LOCATIONS**

- | | | | |
|---|----------------------------------|----|----------------------|
| S | Opened School | H | Public Health Center |
| Ⓢ | Closed School | CC | Childcare Center |
| P | Proposed Site For Police Station | N | Neighborhood Center |
| F | Fire Station | L | Library |

ENERGY

PROMOTE THE EFFICIENT USE OF ENERGY RESOURCES IN SOUTH BAYSHORE TO ENCOURAGE ECONOMIC DEVELOPMENT; SUPPORT THE ACHIEVEMENT OF OTHER COMMUNITY GOALS THROUGH THE IMPROVED MANAGEMENT OF ENERGY RESOURCES.

In San Francisco, annual energy expenditures currently average \$650 million. Since San Francisco imports almost all of its energy supplies, a major portion of the \$650 million leaves San Francisco, constituting an enormous drain on the local economy. Energy conservation and the use of local renewable energy technologies can help retain dollars in the community and can contribute to increased demand for local goods and services and the creation of new local job opportunities.

Over the past fifteen years, the United States has become a net importer of energy. Increased U.S. dependency on imported fossil fuels has made our country increasingly vulnerable to external events, posing a threat to our economy and national security. Following the 1975 oil crisis, federal, state and local energy conservation programs were instituted. As a result, during the period when the U.S. economy grew by thirty-three percent, energy consumption actually shrank by two percent. But these figures only begin to show the potential. In spite of our improved energy efficiency, the United States is still in the bottom fifth of all nations in terms of energy use per dollar of gross national product.

**San Francisco Total Energy Costs
(1980 Costs = 552 Million Dollars)**

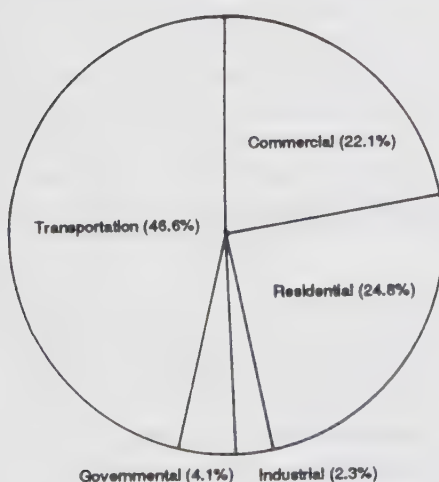


Figure 22

**San Francisco Buildings
(1980 Energy Costs By Fuel Type)**

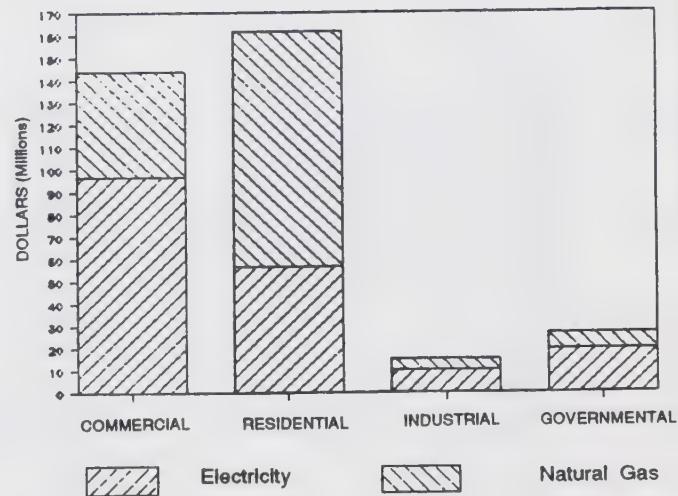


Figure 23

The City's goals for energy efficiency are expressed in the Environmental Protection Element of the Master Plan as: (1) to increase the efficiency with which energy is used locally; (2) to diversify the present balance of resource supplies to meet local energy needs; (3) to foster the economic development of energy management services and renewable energy systems; and (4) to encourage the active participation of members of the community in carrying out this program.

The City's concern is to decrease the drain of capital from the local economy in the form of energy purchases from outside the city, and to significantly reduce personal and business energy costs. In addition, energy conservation can contribute to the long term affordability of both housing and business uses, and to the attractiveness of the community as a place for living and working.

ers Point Community, (1987) identified four major issues to be addressed to deal with these 'spiraling problems':

- 1) The quality of life and lifestyle must be improved;
- 2) Essential goods and services must be affordable to residents of the area;
- 3) Problems of youth in the community must be addressed in a context which preserves, promotes, and rebuilds the sense of family characteristic of the neighborhood's past.
- 4) Political, economic, and cultural power and authority must be built which is native to and representative of the community.

Many of these issues are addressed in various elements of the proposed Plan. For example, the Housing Element proposes specific objectives and policies relating to maintaining and enhancing the existing family character of residential areas in South Bayshore and to targeting affordable housing for existing Bayview Hunters Point residents. The Industry Element proposes specific objectives and policies on improving job training, employment and business opportunities for the Bayview Hunters Point community.

Since the Master Plan deals primarily with physical and economic aspects of development, it does not cover specific issues relating to the delivery of social programs and services. Nevertheless, the social problems and needs in South Bayshore are of such a nature and scale that they must be addressed as a part of an overall strategy for revitalization. A strategy for physical and economic revitalization of South Bayshore will not be successful if it does not also address social concerns.

There are over 300 agencies and persons providing services to the Bayview Hunters Point community in the areas of: child abuse, child care, churches, community advocacy, education, emergency services/family support, employment, housing, legal, mental health/medical facilities, meeting facilities, recreation services and substance abuse.

The Directions to the Future report provides a framework for assessing programs affecting the Bayview Hunters Point community according to four issue/goal areas: Quality of Life and Lifestyle; Affordability; Problems of Youth; Political, Economic, and Cultural

Power. The framework is broad enough to include all types of physical, social, and economic programs and can therefore provide a basis for assuring that social program efforts in Bayview Hunters Point are effectively integrated with physical and economic efforts. This assurance would occur through a tracking plan that monitors each program, documents and assesses performance, and establishes priorities. Task forces on each issue/goal area would be used to implement the tracking plan, and communitywide meetings would be held to provide information of its progress.

OBJECTIVE 1

ASSURE ADEQUATE NUMBERS, TYPES, AND LOCATIONS OF COMMUNITY FACILITIES AND SERVICES THAT ARE RELEVANT TO PRESSING SOCIAL AND ECONOMIC PROBLEMS IN BAYVIEW HUNTERS POINT.

Since Bayview Hunters Point already has an ample supply of general purpose community facilities the primary need is to provide adequate maintenance for those that already exist. Also the educational-related facilities, such as the Southeast Community College, appear to be under used by local residents, especially young people. In light of the urgent need to improve skill levels among residents, there should be a concentrated effort to increase local use of educational-related facilities.

POLICY 1

Assure adequate maintenance programming and resident utilization of existing multi-purpose community facilities.

Implementation Actions

- 1) Have appropriate Department of Public Work staff report to appropriate community organizations on capital improvements activity in South Bayshore and seek citizen input on planning capital improvements activities.
- 2) Have San Francisco Public Schools report to appropriate community organization on its future plans for the four utilized school buildings and seek citizen input on ways and means of bringing these buildings into more productive uses.

POLICY 2

Expand outreach efforts to increase residents' participation in local educational programs.

POLICY 3

Carry out a comprehensive system for tracking, monitoring, and setting priorities among the many social programs serving the Bayview Hunters Point community.

- 1) Support implementation of tracking plan recommended by Bayview Hunters Point Roundtable and other community organizations to monitor, document, and set priorities among the social program activities affecting the Bayview Hunters Point community.
- 2) Assist the Bayview Hunters Point Roundtable in finding resources to convene an annual communitywide conferences to address social issues and priorities associated with revitalization of Bayview Hunters Point and report back to City staff with findings and recommendations.
- 3) Maintain liaison between City staff, Bayview Hunters Point Roundtable, and other community organizations for monitoring progress of the social program aspects of the overall revitalization effort for South Bayshore.

OBJECTIVE 2

COMBINE SOCIAL REVITALIZATION WITH PHYSICAL AND ECONOMIC REVITALIZATION EFFORTS.

There is an increasing need for physical facilities for more specialized community services, particularly child care centers and senior housing related facilities. Although South Bayshore has one of the highest female-headed household and child populations in the city, it had only two subsidized child care centers. As large scale new development occurs it will be important to also require provision of child care facilities as a part of the development. The need for even more specialized services has come with the increase in babies born into addiction due to drug usage by their mothers during pregnancy. The effort to stimulate construction of more

senior housing in the district should include measures to assure that the housing is properly designed to meet the social and health needs of the residents on a project specific basis.

POLICY 1

Increase funding for and achieve closer coordination between health, social, and educational programs, particularly those relating to drug abuse and teen-age pregnancies.

POLICY 2

Shape new housing growth to include adequate provision of physical facilities for social and health needs of senior citizens.

Implementation Actions

- 1) Support efforts to increase the number of subsidized day care centers in South Bayshore, giving special priority to those providing specialized services, such as care for children born into drug addiction.
- 2) Require all developers of senior housing to also provide adequate space for social and health needs of the residents.
- 3) Encourage all developers of forty or more dwelling units to provide physical facilities for a child care center, as needed.

POLICY 3

Make maximum use of indigenous community resources to increase civic pride and support physical and economic revitalization.

South Bayshore also has important indigenous community resources. According to the Bayview Hunters Point Roundtable, there are close to one hundred churches in the district, perhaps more per capita than any other district in the city. These and numerous other community institutions have considerable influence in shaping community opinion. They can help to mobilize voluntary community efforts for civic pride and revitalization.

POLICY 4

Centralize location for districtwide community information, outreach and meeting activities.

As the central locational hub for the commercial revitalization of Third Street, the Opera House is ideally suited to serve as the central place for districtwide community activities in South Bayshore. The community based organization occupying the old Wells Fargo Building is also well suited for this purpose. The existing staff and physical facilities of these organizations are already available to and utilized by a wide variety of Bayview Hunters Point organizations and individuals for a variety of purposes. With minimal enhancement to existing resources, they can centralize the community information network needed for physical, social, and economic revitalization of the Bayview Hunters Point community.

Implementation Actions

- 1) Incorporate centralized public information function for established citizen participation structures to assist in spurring revitalization at Third Street.
- 2) Encourage New Bayview Committee, Bayview Opera House and other districtwide organizations to make greater use of indigenous and voluntary neighborhood resources to spur the overall revitalization effort.

PUBLIC SAFETY

PROVIDE ADEQUATE, EFFICIENT AND PROPERLY LOCATED POLICE, FIRE AND HEALTH SERVICES.

OBJECTIVE 1

MAINTAIN EXISTING POLICE AND FIRE SERVICES.

POLICY 1

Support development of new police station in South Bayshore.

The new district police station proposed for Williams Avenue at Newhall Avenue in South Bayshore would provide a more central location for police services in the southeast section of the city. The new station would also reflect improved standards and technological advances in the area of police operations.

POLICY 2

Support maintenance of five existing fire stations located within or nearby South Bayshore.

South Bayshore covers a large land area, approximately six square miles. The five fire stations currently serving the district are essential to assuring that all areas--residential, commercial, industrial -- receive prompt and effective fire services. The continued existence and maintenance of these fire stations should be supported.

The Fire Department is installing new lines for a 'high pressure' water pressure system to be used exclusively that will significantly improve fire fighting capacity in the district.

POLICY 3

Support improved health services that are more relevant to social-oriented health problems in South Bayshore.

South Bayshore is adequately served by general purpose health facilities. However, there is an urgent need for specialized health programs that directly relate to pressing social problems, such as drug abuse and teenage pregnancies. Problems related to drug rehabilitation are especially acute. There are few programs available for lower income drug abusers seeking long-term treatment frequently necessary for recuperation. Many of these problems are related to a decline in federal and state funding. A concentrated effort is needed to develop specialized health programs that are directly relevant to these pressing social problems.

ENERGY

PROMOTE THE EFFICIENT USE OF ENERGY RESOURCES IN SOUTH BAYSHORE TO ENCOURAGE ECONOMIC DEVELOPMENT; SUPPORT THE ACHIEVEMENT OF OTHER COMMUNITY GOALS THROUGH THE IMPROVED MANAGEMENT OF ENERGY RESOURCES.

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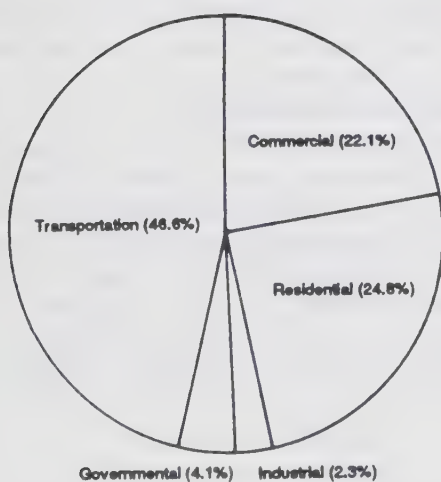


Figure 22

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(1980 Energy Costs By Fuel Type)**

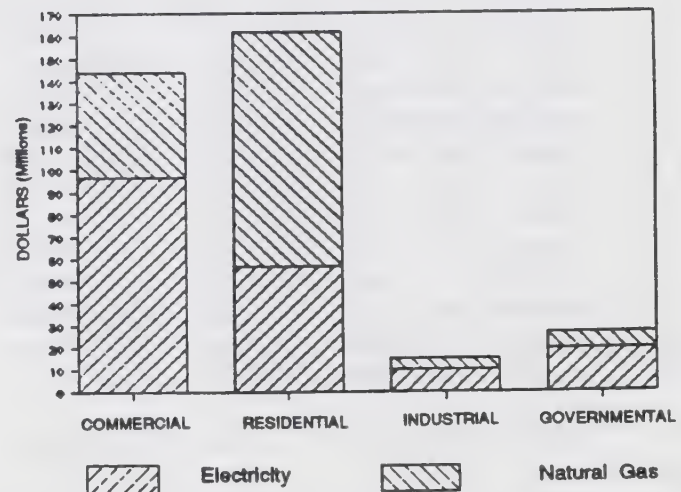


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OBJECTIVE 1

SUPPORT COMMUNITY ECONOMIC DEVELOPMENT AND REVITALIZATION THROUGH ENERGY MANAGEMENT AND ALTERNATIVE ENERGY TECHNOLOGIES.

POLICY 1

Promote the South Bayshore as an area for implementing energy conservation and alternative energy supply initiatives.

Energy efficiency can serve as an important economic development tool in South Bayshore. Specifically, appropriate energy policies can:

- Lower the costs of living and doing business in South Bayshore and mitigate the effects of variations in energy supply and cost.
- Contribute to local business development and revitalization. Efficient use of all resources, not just capital and labor, can make a difference in a business's bottom line profits.
- Minimize operating costs of new housing and commercial developments through energy efficient design.
- Upgrade existing public facilities by implementing energy saving programs and capital improvements, thereby expanding the power of tax dollars and improving the comfort and aesthetics of facilities.
- Provide job development opportunities to meet community needs. Conservation and renewable energy technologies are labor-intensive in nature, offering opportunities for addressing job training and employment needs. Community talents, resources and businesses can be brought together in a coordinated effort to both establish new job opportunities and train workers in skills that will help bring about community energy savings.

Implementation Actions

- 1) Work with appropriate Federal, State, City offices and PG&E to explore potential energy conservation and alternative energy projects in South Bayshore.
- 2) Have appropriate community organizations work with PG&E and the Mayor's Office of Business and Economic Development to encourage greater use of currently available residential and commercial energy conservation programs (i.e. low income direct weatherization, rebates, etc.). In addition, these organizations should work with the Mayor's Office of Housing and Economic Development to make resources available for energy improvements more visible and accessible to property owners and businesses.
- 3) Increase information and resources available to the San Francisco Housing Authority, Redevelopment Agency, Department of Public Works, non-profit community development corporations and private developers to ensure that energy efficiency and alternative energy options are given serious consideration in the design of new developments and major renovations.

POLICY 2

Strengthen linkages between district energy planning efforts and overall community development goals and objectives.

Every attempt should be made to integrate energy planning with other community goals and revitalization efforts. The ideal time to address energy use in existing buildings, for example, is during major rehabilitation.

Implementation Actions

- 1) Work with community representatives, such as the Young Community Developers job training center and the Southeast Community College Center, to increase job training programs that recognize employment opportunities arising from local energy conservation activities. If there is strong community support, work to establish a "Community Resource Conservation Corps". The Corps would serve as a means to carry out

energy saving/money generating conservation projects and teach participants job and leadership skills. A project such as this could be supported by local businesses, other community based organizations as well as by the savings or profits generated by the group's activities.

- 2) Work with Mayor's Office of Business and Economic Development and appropriate community organizations, such as the Urban Economic Development Corporation and Women's Initiative for Self-Employment Inc. to develop and implement a plan to establish an energy related incubator industry or service company in one of the South Bayshore industrial areas.
- 3) Explore the possibility of establishing a community based energy-ecology center in South Bayshore to provide comprehensive education and technical services and assistance to residents and businesses.

OBJECTIVE 2

REDUCE THE OUTFLOW OF DOLLARS FROM THE COMMUNITY DUE TO EXPENDITURES ON ENERGY THROUGH THE IMPROVED ENERGY MANAGEMENT OF TRANSPORTATION, HOUSING, COMMERCE AND INDUSTRY, AND COMMUNITY FACILITIES.

POLICY 1

Encourage land use patterns which will reduce transportation needs and encourage methods of transportation which will use less energy.

Transportation activities represent about a quarter of the energy use and costs in San Francisco. It appears that the South Bayshore community has above average potential for reducing transportation energy use. At present residents shop and drive outside of the local area more than residents in other parts of the City because of the lower density character of South Bayshore. However, as population density increases with more residential and economic growth, there is likely to be an increased need and demand for public transit services. If more residents are encouraged to use public transit services, this would reduce auto use and in turn the economic, environmental, and health costs associated with such use.

The energy used to move people and goods in a community is determined in part by patterns of development. The spatial relationships of individual buildings and entire neighborhoods-their density and the degree to which different kinds of uses are integrated-determine in part how far and by what means people travel. Land use organization can provide for more efficient use of energy by promoting greater integration of land uses and more compact development, and by locating new developments close to a variety of services and facilities. Such land use practices result in reduced dependency on the automobile and increased efficiency of mass transit systems.

Implementation Actions

- 1) Encourage land use practices that will minimize travel requirements between working, shopping, recreation, school and child care facilities and promote greater integration of land uses.
- 2) Build up the residential population density in underutilized areas to increase the efficiency of the mass transit system, and provide more opportunity for future improvements in public transportation.
- 3) Promote the use of mass transit by implementing improvements in public transit services.
- 4) Support a light rail extension through South Bayshore.
- 5) Promote bicycling and walking in South Bayshore as an alternative to the automobile by making it safer and more convenient.
- 6) Provide for greater dissemination of information to South Bayshore to businesses and residents on the benefits of car pooling and van pooling.

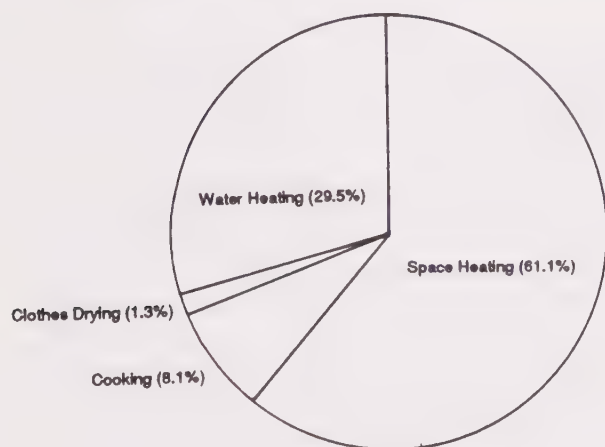
POLICY 2

Enhance the energy efficiency of housing in South Bayshore.

The residential sector consumes nearly one fourth of the electricity and approximately two-thirds of the natural gas used in San Francisco. Natural gas is used primarily for space and water heating while electricity is used for

lighting and appliances. Approximately eighty percent of the housing in South Bayshore consists of single family homes compared to thirty four percent city wide. Single family homes are much more energy consuming than multifamily homes, thus also having a greater potential for energy savings. Furthermore, single family homes and multifamily homes in South Bayshore consume more gas and electricity per unit than homes found in any other area of San Francisco. Approximately sixty percent of the homes in South Bayshore were built prior to 1949 and ninety percent prior to the adoption of the California building energy standards. There is usually a direct correlation between residential building age and poor energy efficiency since the buildings were built when energy prices were low and few energy saving measures were included. In South Bayshore residential natural gas usage represents significant energy savings potential. Cost-effective weatherization measures and more efficient operation of space and water heating can contribute to lower energy costs.

San Francisco Residences Natural Gas Use



Heat Loss Through Various Parts Of A House

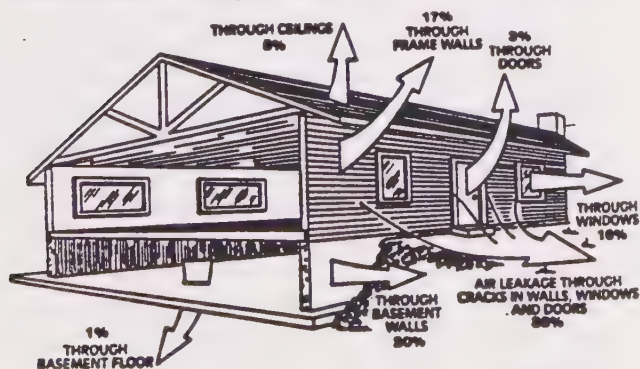


Figure 24

Residents in South Bayshore should have much interest and incentive for achieving energy savings through home energy saving improvements. There is a much higher percentage of home owners in South Bayshore than in the city as a whole, and residents show a marked degree of stability. A large percentage of residents who do rent pay their own utility bills. Residents at South Bayshore would benefit from energy efficient rehabilitation in several ways. Energy measures would bring improved cash flow, improved building conditions, increased comfort, stabilized rents and improved resale values of homes.

Energy efficient design and construction techniques in new housing will contribute to the long term affordability of housing through lowered energy costs. Energy efficient design measures, in addition, can add amenities such as greatly increased comfort or increased daylight. Lower utility costs and the associated amenities from these design measures can also serve as a marketing tool attracting residents to new housing developments.

Implementation Actions

- 1) Promote improvement in the energy efficiency of existing housing at South Bayshore through basic home weatherization improvements.
- 2) Provide guidelines to residential builders and developers on energy efficient design and construction techniques for new housing in South Bayshore.
- 3) Explore low energy consuming construction techniques for new housing. Such techniques would contribute to lower housing costs.
- 4) Educate local real estate agencies on the marketability of energy efficient design and construction techniques.
- 5) Explore the possibility of alternative supply options such as district heating and passive solar heating.

BUSINESS ENERGY USE

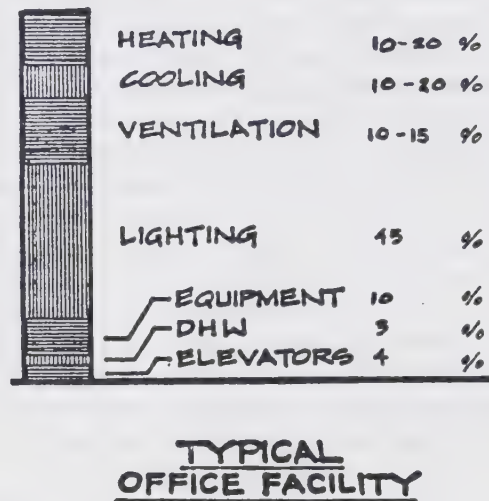
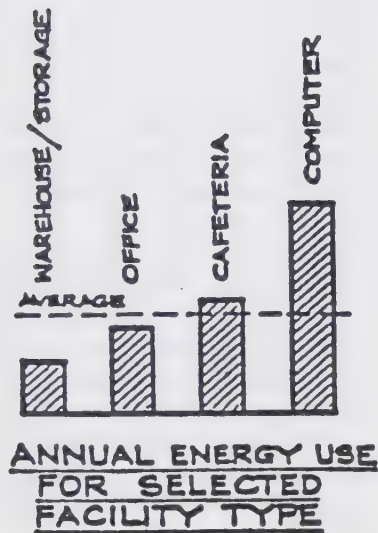


Figure 25

POLICY 3

Promote effective energy management practices in new and existing commercial and industrial facilities to increase energy efficiency and maintain the economic viability of businesses.

In San Francisco, commercial buildings consume over half of the electricity and over a quarter of the natural gas supplied to the city. The industrial sector spends approximately ten million dollars a year for electricity and five million dollars a year for natural gas in San Francisco. Energy conservation in the commercial and industrial sectors is important at South Bayshore because of the large number of businesses located there. South Bayshore is one of San Francisco's most important locations for industrial activity. Industrial use in South Bayshore includes 139 manufacturing establishments with over one million square feet of building area. The commercial sector, with more than seven and a half million square feet of building area, consists of 454 warehouse and distribution establishments, 167 retail establishments, 152 service establishments and 67 office establishments.

In the commercial and industrial sectors, electricity is used for lighting, air conditioning, office equipment and industrial operations such as welding, while natural gas is used for space and water heating, food storage/preparation and metal fabrication. The greatest energy savings can be achieved through improved design, management and maintenance of lighting, and heating, ventilation and air conditioning (HVAC) systems. An effective conservation program will save businesses substantial amounts of money that can then be reinvested in the local economy.

Significant increases in business development may also occur in South Bayshore. Energy costs can represent a significant portion of expenses for businesses. Low energy costs are especially critical to the profitability of energy sensitive businesses. In cities experiencing an exodus of business from the city, high energy costs are frequently cited as a major factor. In South Bayshore, reduced energy costs can be used as a tool for retaining existing businesses and attracting new businesses. Furthermore, energy efficiency is also relevant to building owners by enhancing the marketability of buildings to potential tenants and owners. Efficient buildings have better long-term property values, tend to be more attractive, especially to institutional owners, and are often more comfortable.

Implementation Actions

- 1) Increase the awareness in commercial and industrial businesses of the linkage between energy operating costs and business economic viability. (See Figure 23.) Work with Mayor's Office of Business and Economic Development to provide workshops and presentations to local merchants demonstrating operation and maintenance procedures and cost effective energy conservation strategies, and their associated benefits.
- 2) Explore financing options and incentives such as loans, grants and utility rebates for investments in energy conservation measures in businesses. The community based Urban Economic Development Corporation may be utilized for financial assistance.
- 3) Coordinate energy conservation strategies with other local efforts on commercial revitalization and rehabilitation.
- 4) Provide guidelines to builders, contractors, and developers on energy efficient design and construction of new commercial and industrial facilities.
- 5) Explore the possibility of alternative supply options such as district cooling or cogeneration.

POLICY 4

Encourage energy conservation and resource management in community facilities and operations in South Bayshore.

There is a relatively large concentration of community facilities in South Bayshore including schools, libraries, child care and community centers, fire stations, recreation and park facilities and the sewage water treatment plant. Improving the energy efficiency of these facilities could result in more tax dollars being directed towards delivery of community services. Energy saving programs will also improve the environmental conditions and physical appearance of facilities.

The City also has a residential recycling program under development. Presently, the City recycles twenty five percent of its waste. In an effort to extend the life of our landfill and reduce costly transportation of waste to the landfill, the City has adopted a recycling goal (as stated in the 1983 County Solid Waste Management Plan) of thirty five percent by 1996. Recycling of paper, glass and metals should be encouraged in South Bayshore by ensuring that the same recycling services and convenience found in other parts of the City are provided in the South Bayshore community. Recycling saves energy and water, reduces air and water pollution, and conserves other precious resources.

Implementation Actions

- 1) Have the Bureau of Energy Conservation target community facilities which are city owned and operated for city municipal energy conservation and monitoring programs, including measures such as modifications to lighting, heating, ventilation and air conditioning, boilers, domestic hot water systems, and energy management installation.
- 2) Have the Bureau of Energy Conservation explore the feasibility of a community pilot dividend program whereby resulting energy cost savings from community facilities are reinvested back into the community to support other important community goals.
- 3) Have the Bureau of Energy Conservation work with other city departments to provide technical advice on improving community facilities.
- 4) Support public health and safety through improved energy efficiency of street and outdoor lighting systems in South Bayshore.
- 5) Work with the City's residential recycling program to insure that South Bayshore be provided with the same recycling services and convenience found in other parts of the City.

PLANNING CODE AMENDMENTS
Of The South Bayshore Area Plan

FILE NO. _____

ORDINANCE NO. _____

MAP AMENDMENTS

Height and Bulk Reclassification

Third Street Neighborhood Commercial District
Bayview Hill Residential Districts

Property Use Reclassification

Candlestick Point State Recreation Area
Bayview Hill and Candlestick Point Perimeter Residential Area
Selected Lots, Bayview Residential Area (South Basin)
Fitzgerald/Ingalls Residential Area

AMENDING THE ZONING MAP OF THE CITY AND COUNTY OF SAN FRANCISCO FOR PROPERTY IN THE AREA GENERALLY KNOWN AS SOUTH BAYSHORE OR BAYVIEW HUNTERS POINT AND BOUNDED BY ISLAIS CREEK ON THE NORTH, THE SAN FRANCISCO/SAN MATEO COUNTY LINE ON THE SOUTH, THE JAMES LICK FREEWAY ON THE WEST, AND THE BAYLINE ON THE EAST, TO:

RECLASSIFY THE HEIGHT AND BULK DISTRICT 105-A FOR THE NC-3 PORTION OF THIRD STREET BETWEEN MCKINNON AND REVERE AVENUES TO 40-X.

RECLASSIFY THE HEIGHT AND BULK DISTRICT 40-X FOR THE RESIDENTIAL ZONES OF BAYVIEW HILL OUTSIDE OF THE EXECUTIVE PARK SUB-AREA TO 32X - 40X.

RECLASSIFY VARIOUS PORTIONS OF THE CANDLESTICK POINT STATE RECREATION AREA FROM M-1 AND RH-2 TO P.

RECLASSIFY A SEGMENT OF THE SOUTH BASIN LIGHT INDUSTRIAL AREA FROM M-1 AND P TO RH-2.

RECLASSIFY SELECTED LOTS IN THE BAYVIEW RESIDENTIAL AREA FROM M-1 TO RH-2.

RECLASSIFY THE RM-1 ZONE ON BAYVIEW HILL TO RH-2.

RECLASSIFY THE CM AND NC-1 ZONES IN THE FITZGERALD/INGALLS AREA TO RM-1.

Be it ordained by the people of the City and County of San Francisco:

Section 1. Adoption of these zoning map and text amendments is consistent with the Priority Policies of the Master Plan as follows:

PRIORITY POLICIES

1) Preserve Neighborhood Retail and Enhance Resident Employment and Ownership Opportunities.

Proposed plan and zoning amendments seek to enhance neighborhood serving retail activity on Third Street by:

- encouraging concentration of retail activity in district nodes.
- encouraging healthier variety of neighborhood-serving retail uses.
- encouraging more pedestrian-oriented retail concentrations.
- encouraging build up of the residential consumer base by stimulating major increases in new housing growth.

2) Conserve Existing Housing, Neighborhood Character, and Cultural and Economic Diversity

Proposed plan and zoning amendments respect character of existing residential neighborhoods by:

- proposing no zoning changes for RH-1 and RH-2 districts.
- proposing discontinuance of non-conforming retail and industrial uses in residential areas that detract from residential character and liveability.
- proposing low density zoning standard for new housing areas off of Third Street.
- proposing medium density zoning standards for new multi-family housing on Third Street.

3) Preserve and Enhance Affordable Housing

Proposed plan and zoning amendments address special housing affordability issues in South Bayshore by:

- proposing housing affordability standards for South Bayshore to a scale that are compatible with the income levels that prevail among existing residents.
- encouraging utilization of tax increment financing and an affordable housing development program to build new affordable housing in South Bayshore.
- proposing that a significant percentage of the new private housing developed be affordable at the income levels that prevail in South Bayshore.

4) Enhance Neighborhood Traffic and Parking Conditions

Proposed plan and zoning amendments seek to meet diverse transportation needs in South Bayshore by:

- restricting intrusion of truck traffic into neighborhoods areas.
- maintaining adequate traffic conditions at key intersections of the roadways.
- encouraging development of comprehensive pedestrian/bicycle circulation plan.
- encouraging utilization of church parking lots to meet parking needs of businesses along Third.
- encouraging public transit improvements to meet future growth needs of South Bayshore.

5) Maintain Diverse Economic Base; Protect Industrial and Service Sectors, and Enhance Employment and Ownership Opportunities

Proposed plan and zoning amendments seek to enhance existing industrial base and employment opportunities in South Bayshore by:

- encouraging a wider variety of light industrial uses in the South Basin.

· encouraging full utilization of the Hunters Point Naval Shipyard for ship repair and related activities to address need in community for higher paying blue collar job opportunities and help salvage blue collar industries as a part of the citywide economic base.

· encouraging mechanisms to achieve greater linkage between employment needs in residential areas and employment opportunities in industrial areas.

6) Protect Against Injury and Loss of Life from Earthquakes.

This protection is provided by the building construction requirements of the Bureau of Building Inspection (BBI) of the Department of Public Works (DPW).

7) Preserve Landmarks and Historic Buildings

Proposed Plan seeks to preserve the historical character of South Bayshore by:

- encouraging utilization of the historic Opera House as the nucleus for a major retail/cultural activity center on Third Street.
- supporting designation of Bayview Farm as public open space to retain in perpetuity the last active farming area in San Francisco.

8) Protect and Enhance Parks and Open Space.

Proposed plan and zoning amendments seek to enhance major parkland opportunities in South Bayshore by:

- recommending that wherever legally and physically appropriate the entire shoreline of South Bayshore be opened to public access.
- recommending improvement of Bayview Hill Park.
- recommending enhancement of Candlestick Point State Recreation Area.
- recommending fuller utilization and greater citizen participation in the planning of neighborhood recreational facilities.

Section 2. The following changes in height and bulk classification along the NC-3 portion of Third Street, between McKinnon and Revere Avenues, are hereby adopted as Section 10H of the Zoning Map of the City and County of San Francisco.

Description of Property	Height and Bulk District to be Superseded	Height and Bulk District to be Approved
Assessor's Block/Lots: 5306/4,5,22-29; 5311/3 26,27,30,33,35,36; 5322/1, 2,40,41,43,45; 5326/11,12,28; 5327/1-8,50; 5338/1,2,5,6,53; 5339/7,7A,8,9,10,11	105-A	40-X

Section 3. The following changes in height and bulk classification for all residential zones on Bayview Hill outside of the Executive Park Sub-Area are hereby adopted as Section 10H of the Zoning Map of the City and County of San Francisco.

Description of Property	Height and Bulk District to be Superseded	Height and Bulk District to be Approved
Assessor's Block/Lots: 4991/1C,5A,6,8,29,31,32,33,34, 38,39,40,43,44,55,56,82,83,84	40-X	32-X - 40-X

Section 4. The following changes in property use classification are hereby adopted as Section 10 of the Zoning Map of the City and County of San Francisco to bring the zoning for the Candlestick Point Recreation Area into conformity with the public use of the area.

Description of Property	Use Districts to be Superseded	Use Districts to be Approved
Assessor's Block/Lots: 4919/9-20; 4904/3-14A; 4888/total block;	RH-2	P
4876/total block; 4813/total block; 4826/total block	M-1	P

Section 5. The following changes in property use classification are hereby adopted as Section 10 of the Zoning Map of the City and County of San Francisco to bring the zoning into conformity with the boundaries of the proposed Candlestick Point Perimeter Residential Area.

Description of Property	Use Districts to be Superseded	Use Districts to be Approved
Assessor's Block/Lots: 4827/total block; 4832/1,8,12,14-19 4846; 4851; 4852/2-22; 4877; 4878;	M-1	RH-2
4852/1	P	RH-2

Section 6. The following changes in property use classification are hereby adopted as Section 10 of the Zoning Map of the City and County of San Francisco for selected lots in the Bayview residential area adjacent to the South Basin Light Industrial District.

Description of Property	Use Districts to be Superseded	Use District to be Approved
Assessor's Block/Lots: 4829/1,10,11,18,19,20,20A; 4792/1	M-1	RH-2

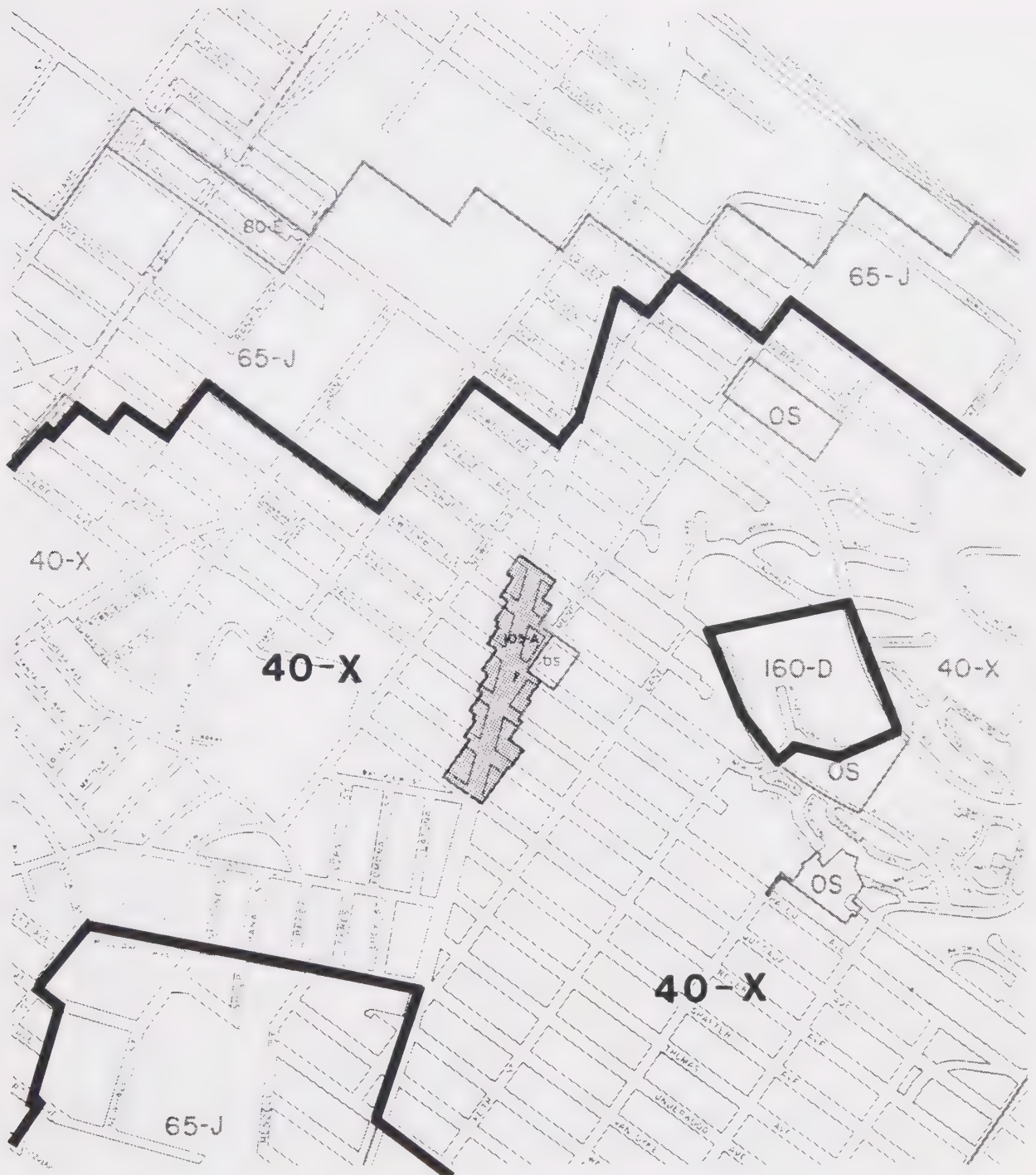
Section 7. The following changes in property use classification are hereby adopted as Section 10 of the Zoning Map of the City and County of San Francisco for the Bayview Hill residential area.

Description of Property	Use Districts to be Superseded	Use Districts to be Approved
Assessor's Block/Lot: 4991/1C and 38(portions)	RM-1	RH-2

Section 8. The following changes in property use classification are hereby adopted as Section 10 of the Zoning Map of the City and County of San Francisco for the Fitzgerald/Ingalls area.

Description of Property	Use Districts to be Superseded	Use Districts to be Approved
Assessor's Block/Lots: 4912/2,16; 4913/3,4,6	CM	RM-1
4913/2B; 4914/13	NC-1	RM-1

Pursuant to the California Environmental Quality Act (CEQA), the State CEQA Guidelines and Chapter 31 of the San Francisco Administrative Code, the environmental effects of the City Planning Code and Zoning Map amendments described herein have been evaluated in a Final Negative Declaration (Case File 89.120 EMZ) published _____.



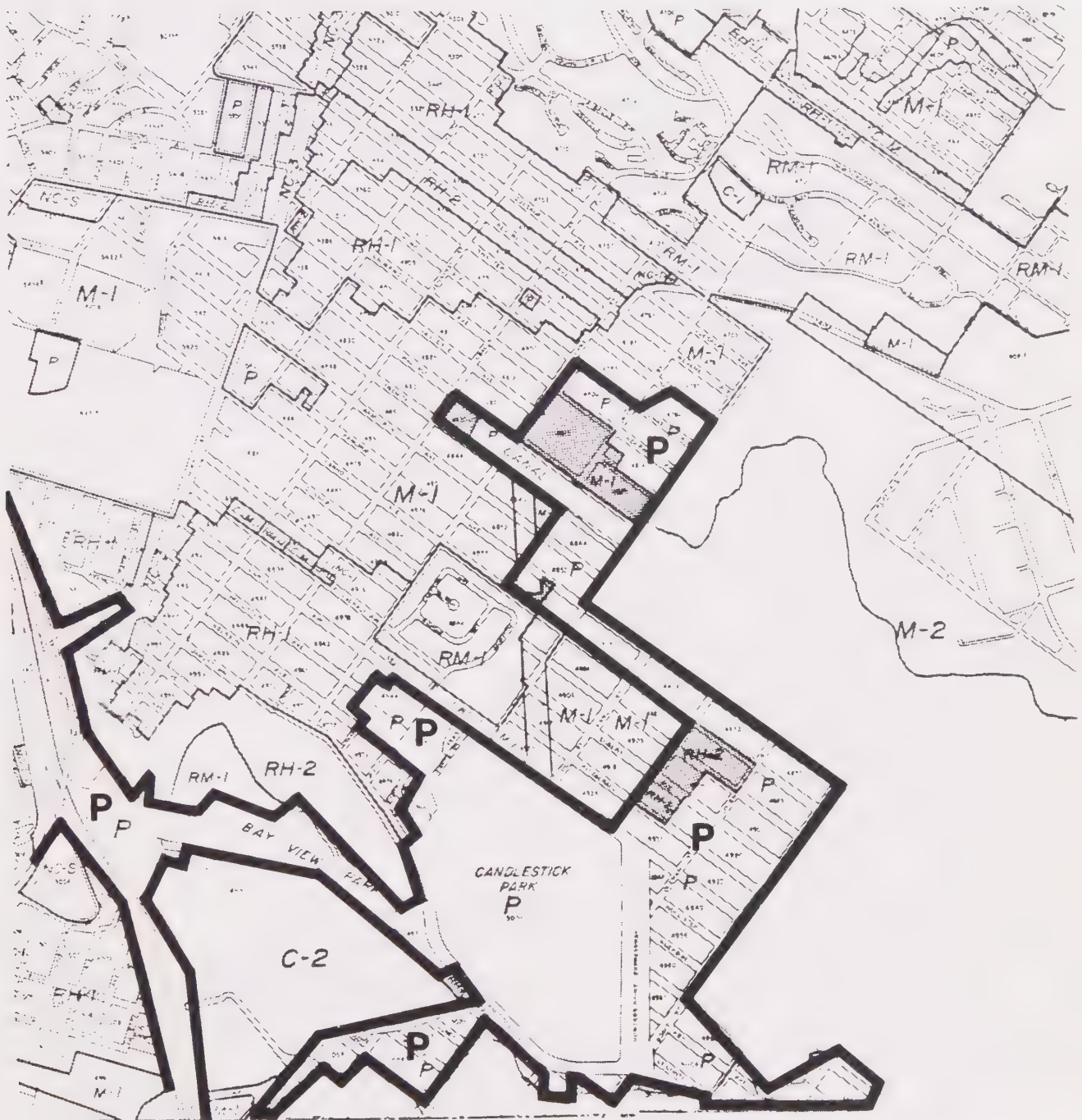
**THIRD STREET NEIGHBORHOOD COMMERCIAL DISTRICT
Height and Bulk Reclassification**

Figure PCA-1



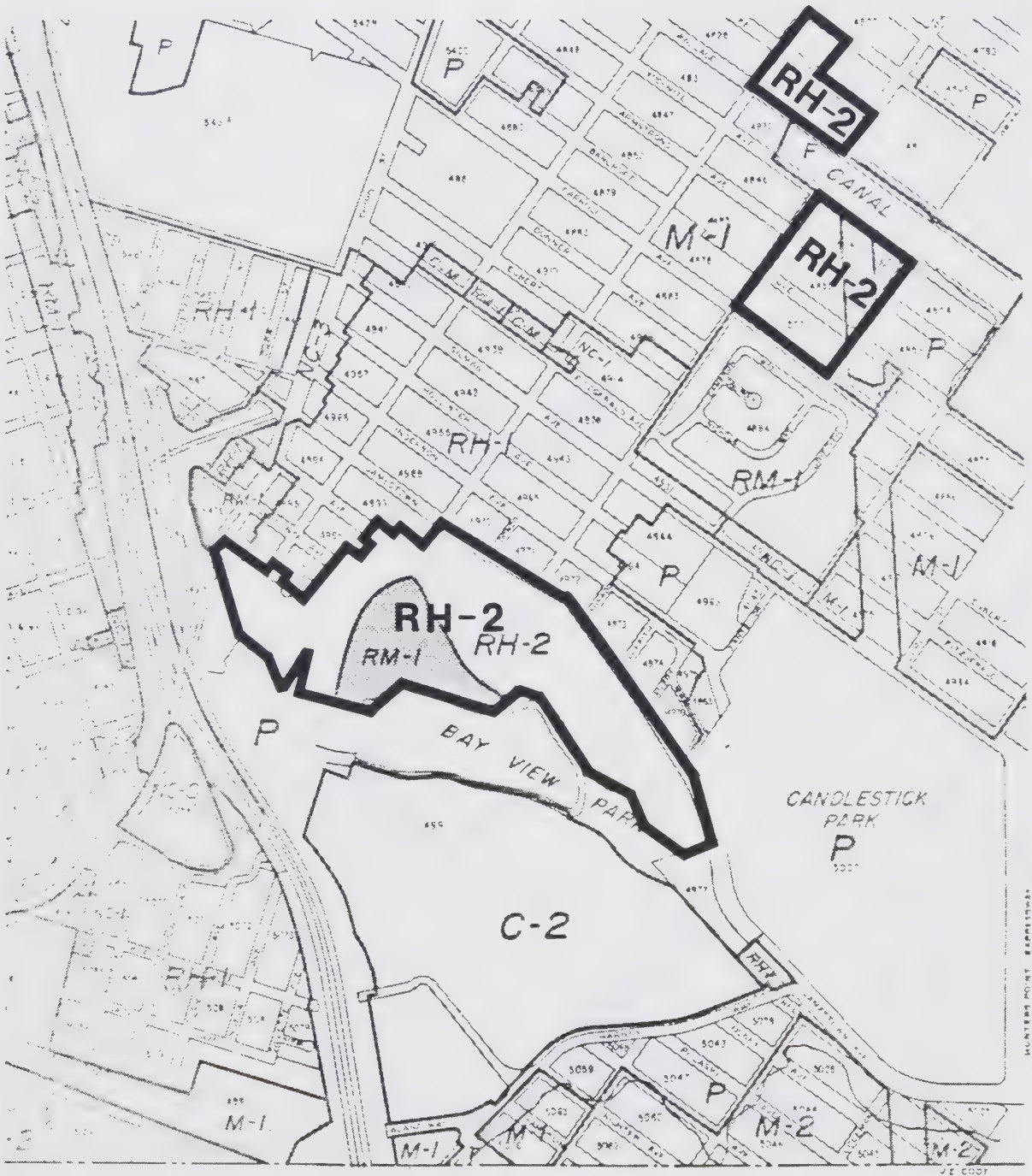
BAYVIEW HILL RESIDENTIAL DISTRICTS

Figure PCA-2



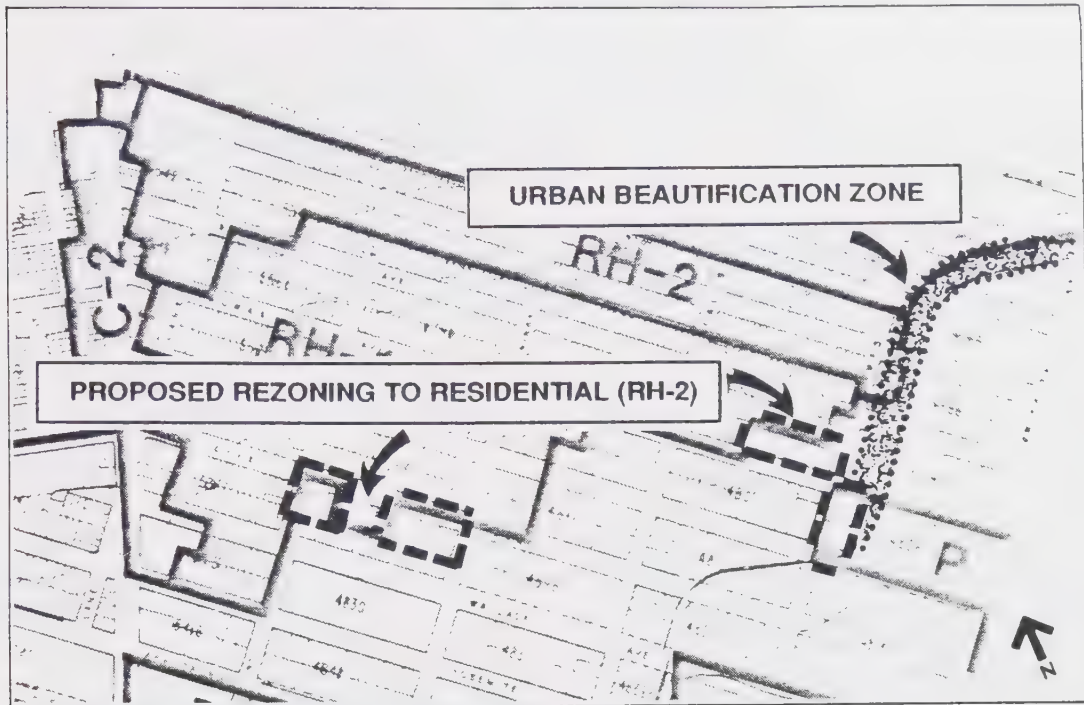
CANDLESTICK POINT RECREATION AREA
Property Use Reclassification

Figure PCA-3

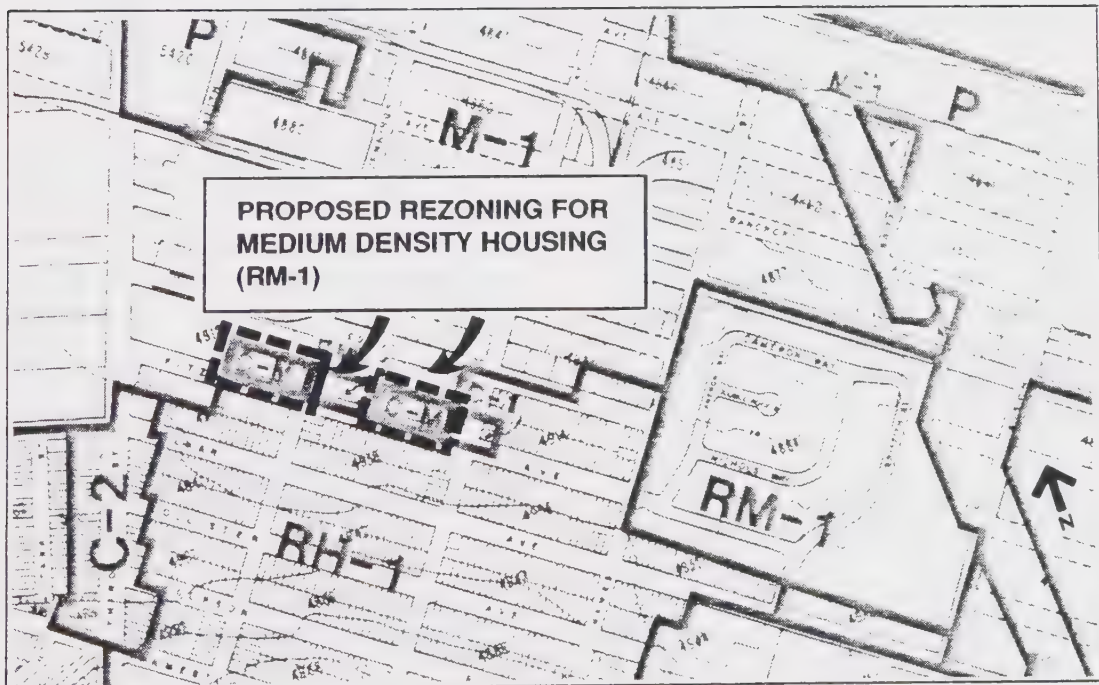


**BAYVIEW HILL AND CANDLESTICK POINT PERIMETER RESIDENTIAL AREA
Property Use Reclassification**

Figure PCA-4



South Bayshore
SOUTH BASIN, EAST OF THIRD ST.



South Bayshore
FITZGERALD AVENUE

SELECTED LOTS, SOUTH BASIN RESIDENTIAL AREA AND
FITZGERALD/INGALLS RESIDENTIAL AREA
Property Use Reclassification

Figure PCA-5

APPENDIX 1

CONSISTENCY WITH PROPOSITION M South Bayshore Plan: Proposal For Adoption

Section 101.1(c) of the San Francisco City Planning Code, as amended by passage of Proposition M, The Accountable Planning Initiative, on November 4, 1986, states that:

The City may not adopt any zoning ordinance or development agreement authorized pursuant to Government Code 65865...unless prior to that adoption it has specifically found that the ordinance or development agreement is consistent with the Priority Policies established.

The purpose of this section is to determine the consistency of the South Bayshore Plan: Proposal for Adoption with the Priority Policies established by Proposition M.

Priority Policies

The Priority Policies exist as a preamble to the Master Plan and as a basis upon which inconsistencies in the Master Plan are resolved. They are:

- 1) That existing neighborhood serving retail uses be preserved and enhanced and future opportunities for resident employment in and ownership of such businesses enhanced;
- 2) That existing housing and neighborhood character be conserved and protected in order to preserve the cultural and economic diversity of our neighborhoods;
- 3) That the City's supply of affordable housing be preserved and enhanced;
- 4) That commuter traffic not impede Muni transit service or overburden our streets or neighborhood parking;
- 5) That a diverse economic base be maintained by protecting our industrial and service sectors from displacement due to commercial office development and that future opportunities for resident employment and ownership in these sectors be enhanced;
- 6) That the City achieve the greatest possible preparedness to protect against injury and loss of life in an earthquake;
- 7) That landmarks and historic buildings be preserved; and
- 8) That our parks and their access to sunlight and vistas be protected from development.

General Assessment

At least four of the eight Priority Policies deal with the preservation and enhancement of existing neighborhood characteristics and activities, including retail, existing housing, affordable housing, neighborhood parking, and cultural and economic diversity. Others deal with: protection of the industrial and service sectors from displacement by commercial office growth; protection against earthquakes; preservation of landmarks and historic buildings, protection of parks and open space; and enhancement of employment and ownership opportunities for local residents in the retail, industrial, and service sectors.

In applying these policies to South Bayshore, it is important to keep in mind that South Bayshore is not as intensely developed as most other parts of San Francisco. It has well established residential, industrial and commercial areas, but overall the building scale, population density, and traffic volume are not as great as in other districts of the city. Relative to these other districts, South Bayshore has a high incidence of vacant and underutilized parcels. Preserving neighborhood character there requires a mixture of both conservation and growth policies.

For the purposes of this planning study South Bayshore has been subdivided into eight subareas which approximate its neighborhoods in the broadest sense. These subareas include: Northern Industrial, a heavy commercial/heavy industrial area; India Basin, a heavy industrial area; Hunters Point, a residential area with a mixture of new and old single family private housing and multi-family public housing; Silverview Terrace, a single family residential area; South Basin, East and West, a light industrial area, and Candlestick Cove, a diverse area that includes single family residential, public housing, some light industry, the Candlestick Park stadium, Executive Park, and a major portion of the Candlestick Point State Recreation Area.

Each of these subareas has important characteristics to conserve. Depending on the dominant land use in a given neighborhood, these characteristics include: low building scale, low income housing, low density family oriented housing, light industrial activities, major heavy commercial uses, etc., each of which is vital to the district and the City as a whole. At the same time, there are certain areas in need of a development stimulus. Certain areas are not able to realize their potential to be neighborhood serving because of limited development.

Most prominent is Third Street. This artery serves as the primary commercial strip for the surrounding residential neighborhoods, yet it is not adequately neighborhood serving because of a lack of healthy economic development. Market studies indicate that few residents from the surrounding neighborhoods regularly shop on Third Street because of a lack of variety of retail uses providing goods and services meeting essential consumer needs. Much of the commercial space is vacant or underutilized. There is an overconcentration of liquor stores, loitering, and other activities that are not compatible with the family orientation of the surrounding neighborhoods. Existing building scale is generally below the height of development that exists in most neighborhood commercial districts. To become more adequately neighborhood-serving and achieve a greater pedestrian orientation, many building could be developed up to the standard forty-foot height limit and a healthier variety of economic uses should be introduced on the street.

Commercial office growth which has been a concern in other areas of the city is not a concern in South Bayshore. There is little or no demand for office growth in the district. Such growth at appropriate building scales would in fact help to improve the quality of life in many neighborhoods. As a labor intensive economic activity, offices would also help to address employment needs in the community. Also, if located on Third Street, office workers would broaden the consumer market and thereby help to stimulate healthful neighborhood serving retail activity on the street.

Consistency with Proposition M in South Bayshore is not simply a matter of controlling growth; it is also a matter of stimulating growth. It requires a mixture of conservation and growth-oriented policies. Following is an assessment of this consistency according to individual Priority Policies.

Specific Assessment

1) **Preserve Neighborhood Retail and Enhance Resident Employment and Ownership Opportunities.**

Proposed Plan seeks to enhance neighborhood serving retail activity on Third Street by:

- encouraging concentration of retail activity in district nodes.
- encouraging healthier variety of neighborhood-serving retail uses.
- encouraging more pedestrian-oriented retail concentrations.
- encouraging build up of the residential consumer base by stimulating major increases in new housing growth.

2) **Conserve Existing Housing, Neighborhood Character, and Cultural and Economic Diversity**

Proposed Plan respects character of existing residential neighborhoods by:

- proposing no zoning changes for RH-1 and RH-2 districts.
- proposing discontinuance of non-conforming retail uses in residential areas that detract from residential character and liveability.
- proposing low density zoning standard for new housing areas off of Third Street.
- proposing medium density zoning standards for new multi-family housing on Third Street.

3) **Preserve and Enhance Affordable Housing**

Proposed Plan addresses special housing affordability issues in South Bayshore by:

- proposing housing affordability standards for South Bayshore to a scale that are compatible with the income levels that prevail among existing residents.

- encouraging utilization of tax increment financing and an affordable housing development program to build major increments of new affordable housing in South Bayshore.
- proposing that a significant percentage of the new private housing developed be affordable at the income levels that prevail in South Bayshore.

4) Enhance Neighborhood Traffic and Parking Conditions

Proposed Plan seeks to meet diverse transportation needs in South Bayshore by:

- restricting intrusion of truck traffic into neighborhoods areas.
- maintaining adequate traffic conditions at key intersections of the roadways.
- encouraging development of comprehensive pedestrian/bicycle circulation plan.
- encouraging utilization of church parking lots to meet parking needs of businesses along Third.
- encouraging public transit improvements to meet future growth needs of South Bayshore.

5) Maintain Diverse Economic Base; Protect Industrial and Service Sectors, and Enhance Employment and Ownership Opportunities

Proposed Plan seeks to enhance existing industrial base and employment opportunities in South Bayshore by:

- encouraging a wider variety of light industrial uses in the South Basin.
- encouraging full utilization of the Hunters Point Naval Shipyard for ship repair and related activities to address need in community for higher paying blue collar job opportunities and help salvage blue collar industries as a part of the citywide economic base.

- encouraging mechanisms to achieve greater linkage between employment needs in residential areas and employment opportunities in industrial areas.

6) Protect Against Injury and Loss of Life from Earthquakes.

This protection is provided by the building construction requirements of the Bureau of Building Inspection (BBI) of the Department of Public Works (DPW).

7) Preserve Landmarks and Historic Buildings

Proposed Plan seeks to preserve the historical character of South Bayshore by:

- encouraging utilization of the historic Opera House as the nucleus for a major retail/cultural activity center on Third Street.
- supporting designation of Bayview Farm as public open space to retain in perpetuity the last active farming area in San Francisco.

8) Protect and Enhance Parks and Open Space.

Proposed Plan seeks to enhance major parkland opportunities in South Bayshore by:

- recommending that wherever legally and physically appropriate the entire shoreline of South Bayshore be opened to public access.
- recommending improvement of Bayview Hill Park.
- recommending enhancement of Candlestick Point State Recreation Area.
- recommending fuller utilization and greater citizen participation in the planning of neighborhood recreational facilities.

APPENDIX 2

INVENTORY OF CITIZEN COMMENTS

Following is an inventory of citizen comments received on the South Bayshore Plan, Proposal for Citizen Review. These comments are in addition to the Citizen Suggestions and Recommendations compiled by the New Bayview Committee and included elsewhere in the Appendix. They are organized according to the following categories: Industry, Commerce, Bayview Hill, Trucking, Shipyard, and Name Change.

INDUSTRY

All of the comments from industrial owners and operators consisted of objections to the proposed rezoning of the Candlestick Point Perimeter area from industrial to residential.

"There is no shortage of housing. The same cannot be said of jobs - particularly blue collar jobs . . . Rezoning will retard growth and inhibit job production. Particular objection to rezoning from M-1 to residential (of the Candlestick Point Perimeter area) include: isolation ... penetration by Yosemite Slough . . . problematic soil conditions . . . permanent loss of jobs ... uncertainty caused by the possibility of rezoning will discourage businesses from locating in San Francisco."

(March 27, 1989)

"The economic vitality of San Francisco in general, and South Bayshore in particular cannot tolerate the continued erosion of its industrial base, with its attendant loss of blue collar jobs . . . The present and planned developments, such as South of Market Street, Southern Waterfront and Mission Bay, all reduce available industrial land and provide close to 15,000 new housing units. Must we sacrifice more jobs for housing?"

(May 23, 1989)

"This letter is to let you know that I am definitely against the so-called 'South Bayshore Plan'.

The reasons I am against the South Bayshore Plan is that I and my company own property . . . which contain two buildings which are vital to my business, one being a cold storage plant and the other an insulated dry storage warehouse.

We have been in the Bayview since 1962, and I have upgraded and bought adjacent property during the years. Our business is food processing, Italian meat products, but mostly Italian Dry Salami, which is very specialized. We use fermentation rooms, aging rooms, and specialized equipment, such as meat choppers, mixers, ovens, and things too numerous to mention.

In other words, moving would be very costly, and might be the end of a business that has been in San Francisco since 1896."

(May 27, 1989)

"It has recently been brought to our attention that our property falls within your South Bayshore Plan, i.e. Candlestick Point Perimeter.

Pleased be advised that our company is opposed to any zoning change of its property. We have owned this property for several years and have retained it for the future expansion of our business."

(May 30, 1989)

COMMERCE

The Merchants at their monthly meeting in March discussed the South Bayshore Plan and reviewed the comments of the March 25th Saturday work session.

It was the consensus agreement that the Merchants support the proposals and suggestions of the work sessions (held by the New Bayview Committee) with the following suggestions:

- (1) *The Third Street Triangle proposed by the San Francisco Redevelopment Agency should be held in abeyance until there is more intimate discussion with the businesses and landowners that will be affected. Tax increments from Butcherstown and Bayview Hunter Point redevelopment should be used exclusively for the Bayview Hunters Point & Third Street communities.*
- (2) *The 'Special Impact Designation' sought by the Mayor's Office of Business and Economic Development needs to be more closely defined with an increased revolving loan fund amount that has some sort of method to include certain marginally risky businesses.*
- (3) *The Merchants expressed a concern about the rezoning of certain commercial areas into exclusive housing designations. This they believe requires more thought and action as to further impact on jobs and training.*
- (4) *A resolution was passed to invite representatives of the San Francisco Chamber of Commerce and the Mayor's Office to present more information on the economic development and job development proposals' impact on the Bayview Hunters Point community . . . declaring the 94124 a 'free Enterprise Zone.'*
- (5) *The plan of the San Francisco Redevelopment Agency merger should be examined closely and specific language inserted that guarantees a progressive percentage of the tax increment monies exclusively for within the Bayview Hunters Point boundaries . . .*
- (6) *Regarding the South Bayshore Plan: Proposal for Citizen Review, Transportation Section . . . communication with various business merchants along Third Street was favorable for supporting a light rail system along Third Street rather than along the Southern Pacific right-of-way. An extension from the Mission Bay area will have an impact on Third Street. It will facilitate the growth of existing businesses, and draw more customers to Third Street.*

"An increase of heavy trucks use on the Third Street corridor is causing major problems and have you considered re-routing southbound and northbound Third Street traffic from Highway 101 to Bayshore Boulevard thoroughway. This seems to be the most logical solution to resolving the heavy use of heavy trucks and increase automobile traffic along Third Street."

(April 18, 1989)

BAYVIEW HILL

Suggested amendments to the South Bayshore Plan include:

LAND USE:

OBJECTIVE 1, Policy 1

Downzone portions of vacant land intersecting Meade, Leconte, Key and Jamestown Avenues from RH2 and RM1 to RH1 only, to conform with area zoning and preserve neighborhood character. Current proposal suggests downzoning to RH1, 2 or 3 of the RM1 site.

OBJECTIVE 1, Policy 2

The requested changes of the site currently zoned as M1 to RH1,2 or 3 should be fully implemented for the candlestick park perimeter. Current uses that are permitted under Planning Code should be terminated to conform with the new codes and notices should be provided all affected property owners in these locations.

TRANSPORTATION:

OBJECTIVE 1, Policy 1

Designate Harney Way to Carroll Ave. as a truck route for all truck traffic proceeding north to industrial areas located within the Bayview District. All other truck traffic to use U.S. 101, I-280 and Bayshore Blvd.

OBJECTIVE 1, Policy 2

Require full implementation of the final and approved Candlestick Park Transportation Plan in order to clearly define problems which will be created by future development that will occur from new residential buildout. Plans must also be made to contain parking of vehicles destined for Candlestick Park events at Candlestick Park and keep vehicles out of the neighborhood.

HOUSING:

OBJECTIVE 1, Policy 1

Change zoning in Item Two to RH1, per zoning request.

Change zoning in Item Four to RH1, per zoning request.

Add to item #7; to be supported under the Redevelopment agencies economic development program.

OBJECTIVE 2, Policy 3

Add #3. The current administration should adopt a policy to encourage the construction of affordable units in all new developments that exceed ten dwelling units.

URBAN DESIGN:

OBJECTIVE 1, Policy 1

Add to #2; in furthering the directives of the Master Plan the City must require the Park and Recreation Department to obtain a permanent access road to Bayview Hill park: to study and implement expansion, maintenance and upgrading of this park to put it on an equal footing with other parks under their jurisdiction.

(April 30, 1989)

"Developers are quickly, haphazardly gobbling up this corner of the city. Our population may grow by more than ten-fold in the next few years, creating drastically crowded - we believe unlivable - conditions. We need your support to help maintain a balance between the current character of the neighborhood, impending developments, and open space. We ask that a small portion of the Hill be preserved in its rate undisturbed state."

(February 15, 1989)

"In review of your plan, I see very little that discussed Bayview Hill. There is currently however a large portion of the Hill that is zoned RH-2. This seems to be the only area in the Bayview with this much RH2 space. Were this to be developed as RH2 it would certainly strain the existing services here and the character of the area. To maintain consistency with the rest of the Bayview area, this should be rezoned to RH1."

(April 30, 1989)

TRUCKING

"... I contacted ... the CALIFORNIA TRUCKING ASSOCIATION and discussed our idea to bring all the important parties together, to share all views as they relate to future planning in the San Francisco area. We in the trucking industry are very concerned, and we would like to offer our input." . .

(March 10, 1989)

"Why doesn't San Francisco join forces with San Mateo County (to deal with Cal Train on public transit and trucking issues)?"

(May 3, 1989)

SHIPYARD

"A window of opportunity now exists to make the important civilian commercial/industrial and arts enclave a permanent future of the local economic landscape. If the City acts quickly to secure long term civilian use of the property now excluded from Navy development options, it is likely that the Bayview district can incorporate the largest remaining undeveloped industrial parcel within the County. Our community can certainly benefit from bringing this important resource permanently within the jurisdiction of the City, and integrating the existing and future business opportunities into plans for revitalizing the Bayview district.

The South Bayshore plan should address this new situation by proposing specific plans to secure a long term lease on a substantial portion of the Yard. Shipyard tenants, through their association of businesses and artisans, businesses of Hunters Point Shipyard, have already offered workable proposals for the shared (civilian/Navy), development of the property. City planners should study those proposals and survey the present conditions of the Yard. They should incorporate their findings into the final Plan, including specific proposals to make use of Yard resources, an important part of the overall economic development strategy of The South Bayshore Plan.

It is extremely important for the City to move aggressively on this matter. Navy plans for the facility are in a state of flux. There is strong support within the City government and Congressional delegation for full fledged civilian conversion of Hunters Point Shipyard. This can only be a boon to efforts to bring new industry and opportunity into the Hunters Point community."

(March 20, 1989)

TOXIC INDUSTRIES/CROSTOWN TUNNEL

"I am writing to you on behalf of the members of the Shafter Avenue Home Improvement Club . . . and on behalf of the wider Bayview-Hunters Point community in support of the Crosstown Tunnel project.

Evidence of the community's growing support for the project comes from a recent New Bayview Committee meeting where members unanimously approved a motion to have your office (Chief Administrative Office), the Mayor and officials of the San Francisco Clean Water Program take another serious look at the Crosstown Tunnel plan with a view to implementing it now. The Wastewater Master Plan was approved by the people of San Francisco, State and Federal agencies, more than 10 years ago. The City has received millions of dollars in State and Federal grants on the basis of implementing aspects of the Master Plan. A crucial part of the plan is the Crosstown Tunnel which would link Southeast and Oceanside plants, and eliminate the need for outfalls and sludge handling facilities on each side of the City."

(January 24, 1990)

The January 17 meeting (of the New Bayview Committee) was a general community-wide meeting. After much discussion, the people attending unanimously approved the following two motions for inclusion in the South Bayshore Plan before it is finalized:

- a) *That no toxic industries of any kind be allowed to locate in the M-1, light industrial areas of South or any other areas bordering on near residential areas. We do not want to be the dumping ground for toxic industries that are displaced as a result of the Mission Bay project.*
- b) *That the South Bayshore Plan explicitly endorse the proposal in the Clean Water Master Plan to have the crosstown tunnel completed as originally planned.*

(January 26, 1990)

CANDLESTICK POINT STATE RECREATION AREA

"As discussed during public meetings on March 10 and 13, 1990, several figures, tables, and maps in the South Bayshore Plan (Proposed for Citizen Review 1989) fail to delineate the correct boundaries to the Candlestick Point State Recreation Area. I am very concerned that these lands be correctly designated as state park property. You have assured me that any future publication will be correct.

Of special concern is the State Park property around Yosemite Canal. This property should be designated as a wetland restoration area, not a housing opportunity area. The formulation of the plan to create a wetland took place through an extensive public hearing process. In addition, because there are no protected wetlands in the city and county of San Francisco, this restoration is of great interest throughout the city."

(March 19, 1990)

"Thank you for the quick response to my letter requesting that the South Bayshore Plan delineate the correct boundaries for the State Recreation Area at Candlestick Point. I am enclosing a copy of the property ownership map of the state property. The designation of the lot lines are based on the assessment records of the City and County of San Francisco Assessor's Office. A copy of this map was filed January 1975 in book W, pages 46 and 47 at the City and County of San Francisco Recorder's office. For a more detailed version of the project boundary and area's high water line 1976, see Department of Water Resources Survey Request, under 88-62 (on file at our Sacramento office)."

(March 28, 1990)

"I am writing to ask your help in a matter of concern not only to the Sierra Club, but to the Mayor as well.

As you know, during his tenure in the Assembly, Mayor Agnos fought hard for funding to establish a wetland as part of the Candlestick Point State Recreation Area (CPSRA); and Assemblyman Burton has succeeded to this difficult task. The Sierra Club wholeheartedly supports this effort . . .

Therefore we are very disturbed to see that the draft South Bayshore Plan being developed by your department not only proposes that housing be developed immediately adjacent to the area proposed for the wetland, but on park property owned by the state as well. In a word, as currently drafted the South Bayshore Plan would preclude development of the proposed wetland.

... identifying an area directly adjacent to CPSPRA wetland as a housing opportunity area simply ignores the fact that wetlands are completely dependent on location. On the other hand, housing can be developed in a number of areas, and is not dependent on proximity to water.

We urge you to ensure that the South Bayshore Plan be amended so as to urge the feasibility of the planned wetland."

(April 3, 1990)

"The Golden Gate Audubon Society, National Audubon's second largest chapter with over 6,000 members in the Bay Area, is concerned about the environmental impacts of the City's South Bayshore Plan. We wish to see this plan implemented in a way that preserves and enhances open space and natural amenities in the South Bayshore region of San Francisco. We are therefore very disturbed that the proposed South Bayshore Plan includes provisions to develop sections of the Candlestick Point State Recreation Area . . .

The concept of wetlands restoration along Yosemite Creek has been endorsed by Mayor Agnos and by other elements of the city government. However, the South Bayshore Plan as presently written would severely diminish the value of these wetlands as wildlife habitat and as open space by rezoning the adjacent, buffering lands for residential development. This rezoning totally disregards the Candlestick Point General Plan, which calls for acquisition of lands buffering the proposed wetlands as additional open space. We urge the City to rezone these lands (which lie between Griffith Street, Yosemite Ave., and the railroad track, and also between Gilman Ave., Fitch St., Donahue St., and the park boundary as open space so that the full educational, open space, and ecological potential of the Yosemite Creek wetlands may be realized.

Furthermore, we are outraged that the South Bayshore Plan proposes residential development on lands that are already part of the Candlestick Point State Recreation Area. We demand that the current open space configuration of the Candlestick Point region be preserved, and that the offending elements of the South Bayshore Plan be rewritten to reflect these values. Thank you."

(April 5, 1990)

"On behalf of the Board of Directors of the Friends of Candlestick Point, Inc., I want to commend your department on the goals of revitalizing the Bayview Hunters Point areas as outlined in the South Bayshore Plan . . .

However, we are very disturbed over details of the Proposed Plan, some of which (Figure 4) depict proposed housing units on state park property and plans for rezoning areas contiguous to the state park boundaries . . . We feel it is unconscionable that the plan shows not only proposed housing on lands that are being considered for future acquisition by the park, but actually on existing park land. It is obvious that the City Planning Department has not taken into consideration the needs or goals of the park, which include providing educational and recreational opportunities for the community by protecting and enhancing the natural resources of the area - specifically by the restoration of the wetlands.

At our general meeting on March 24, 1990, the Board of Directors of FOCP passed the following resolution:

The Friends of Candlestick Point urges the San Francisco Department of City Planning to revive the South Bayshore Plan so that it in no way precludes the implementation of the General Plan of the Candlestick Point State Recreation Area, specifically the area bounded by Griffith, Carroll, Ingalls, Van Dyke, Hawes, and Thomas Streets must be reserved for State Park & Recreation Department acquisition and use.

Further, in any future Planning Department activities involving the park perimeters. FOCP should be informed and consulted at the initial phase and throughout the planning process. In short, we find the Planning Department's plans of rezoning and proposed housing in the areas bounded by the above-listed streets completely unacceptable, as they are in direct conflict with the park's long range acquisition plans outlined in its General Plan."

(April 3, 1990)

BUSINESS DEVELOPMENT TO ELIMINATE FAMILY BREAKDOWN

Vision: A major business development project that would provide jobs, entrepreneurship opportunities, economic development, and social activity for community at large.

PROBLEMS TO BE ADDRESSED BY PROJECT:

- 1) A negative family breakdown*
- 2) Lack of family and social activity*
- 3) Lack of education or insight for economic development.*

SOLUTION/PROPOSAL:

A Family Fun and Entertainment Center

Location - Candlestick area near Double Rock Park, or Hunters Point Shipyard

The solution to this problem is simple. Give the people what they need.

The Center would also be a tourist attraction with new diverse shops along the surrounding areas.

The Center would consist of:

Skating rink

*Miniature Racing Track
(Hobbyshop located in the area)*

*Pizza Shop like Chuck E Cheese
(for small children to be entertained)*

Miniature Golf Course''

NAME CHANGE

''Third Street commences from Market Street over Channel (China Basin) and from this point traverses southward to the Bayshore Freeway, ending there under its designation.

It is my suggestion to rename this thoroughfare Bayview Boulevard between Channel Street and the Bayshore Freeway. Under the Third Street designation it intersects other numbered streets, thus extending beyond its applicable grid location; the portion between Market and Channel would not be much shorter than other numbered streets in the area. The remainder traverses through the heart of the Bayview District and under the name of Bayview Boulevard would enhance community pride of the residents and business/industry people in this area.''

APPENDIX 3

CITIZEN PROPOSALS & SUGGESTIONS

A Community Response to

SOUTH BAYSHORE PLAN (A Proposal For Citizen Review)

As amended by citizen work session sponsored by
New Bayview Committee
on Saturday, April 8, 1989

HOUSING (March 4, 1989)

ESTABLISH REALISTIC HOUSING AFFORDABILITY STANDARDS FOR BAYVIEW HUNTER'S POINT

In San Francisco, 89% of residents cannot afford to purchase the average market-rate 3 bedroom family home. The figure is even higher in the Bayview Hunter's Point Section. For this reason, the Housing and Urban Development agency of the federal government (HUD) can play an important role in helping to increase the stock of homes in our area. However, a few changes are needed in order to move the process along more efficiently.

HUD operates by first targeting people and families in specific income brackets and then implementing strategies toward making affordable housing available to the specified group. It refers to the San Francisco Standard Metropolitan Statistical Area (SMSA) calculations for its income base points. Currently, the HUD criteria for low- and moderate-income ranging from 80% to 120% of the median family income, does not address the South Bayshore median resident who earns a substantially lower level (approximately 40%) of the San Francisco SMSA median income. In other words, if HUD were to target people and families in the low- and moderate-income brackets as currently defined, and then seek to implement strategies toward making housing available for people in this bracket, most of the housing would not be affordable to the average Bayview Hunter's Point resident. To maximize affordable housing opportunities for the area, the targeted bracket should be changed from its current focus (people earning 80% to 120% of median income), to a level aimed at wage earners making about 80% of median family income. Building housing affordable for this income level would be as low as is economically feasible without significantly sacrificing quality of construction.

REQUIRE GUARANTEES THAT THE BAYVIEW HUNTER'S POINT COMMUNITY WILL PARTICIPATE IN ECONOMIC DEVELOPMENT OF CANDLESTICK POINT PERIMETER REZONING PROPOSAL

In order for Bayview Hunter's Point to reap true economic benefits, implementation of the proposal to rezone the Candlestick Point Perimeter should be coordinated as closely as possible with the development of mechanisms to guarantee maximum benefits for residents in the areas of affordable housing, minority contractor participation, and local job training and employment. The infrastructure for major new housing developments in Candlestick Point Perimeter and other areas should include adequate provisions for circulation and security, specifically vehicular access and egress and street lighting.

DISCONTINUE NON-CONFORMING USES IN RESIDENTIAL AREAS

The proposal to discontinue non-conforming uses, such as liquor and grocery stores in residential areas, should be supported. (In the case of liquor store removal, this should help displace some unsightly negative elements and restore neighborhood attractiveness). However, the policy should be implemented in a fashion that recognizes the local business operators of the targeted non-conforming uses and does not place undue economic hardship on them.

LOW-RENT HOUSING
(March 11, 1989)

RECOGNIZE SOCIAL VALUE OF PUBLIC HOUSING

The plan should have a statement that clearly affirms the importance and social value of public housing communities. Public housing is an essential component of the City's total housing stock; it is one of the main supplies of truly affordable housing. The first step toward improving the social environment within public housing areas is for the City as a whole to recognize the positive role that these areas play in the overall life of San Francisco.

PROVIDE ON-SITE SOCIAL AND ECONOMIC PROGRAMS FOR EACH HOUSING PROJECT

Each public housing project should have adequate on-site facilities for programs that address essential social and economic needs. Particular services to be provided for residents should include child care, youth counseling, and job training and employment for adults and teens. As a recognized priority, we will strive to see that ALL CHILD ACTIVITY IS SUPERVISED.

DEVELOP MORE EFFECTIVE PHYSICAL MAINTENANCE PROGRAMS FOR HOUSING PROJECTS

Both the large number of vacant public housing units, and the rapid physical deterioration of units, are unacceptable. The Housing Authority should move immediately to develop a more effective program for physical rehabilitation. It should explore the use of incentives, like rent credits, which make it easier for residents to take more responsibility in housing maintenance. Additionally, maintenance and upkeep rules should be strictly enforced by management.

INCREASE TENANT ROLE IN MANAGEMENT

Efforts to encourage greater resident participation in the maintenance of public housing units should be linked with efforts to increase their role in management. In New York City, for example, tenants are trained in home maintenance workshops before they move into homes.

An evaluation by the Manpower Demonstration Research Corporation found that, compared to traditional public housing management, tenant management produced such additional benefits as (a) increased employment of residents, (b) a sense of personal development among participants in the tenant management process and, (c) a greater overall satisfaction with project management among residents.

The Housing Authority should create a demonstration project for tenant management and potential tenant ownership for one of the existing public housing communities in Bayview Hunter's Point. Special consideration should be given to the Hunter's Point Hill public housing community, which developed one of the first proposals for tenant management nearly twenty years ago. This proposal should be reviewed as part of the effort to create a demonstration project. Also important for consideration are a tenant review board that screens prospective tenants, and a system for rewarding outstanding tenants.

IMPROVE INTERFACE BETWEEN PUBLIC HOUSING COMMUNITIES AND ADJACENT NEIGHBORHOODS

Unfortunately, physical maintenance of public housing projects often falls prey to neglect. Because of this, the contrasting physical appearance of public housing projects, compared to nearby homeowner and/or market-rate apartment neighborhoods, can sometimes cause negative stereotypes directed at public housing residents. More positive interaction and mixing between the two communities can lead to greater understanding, as well as the removal of stereotypes.

ENCOURAGE GREATER USE OF LOCAL CONTRACTORS IN PUBLIC HOUSING IMPROVEMENT ACTIVITIES

Minority contractors from the Bayview Hunter's Point community should be more frequently employed for physical improvement activities of public housing units. To the extent that union (organized labor) issues serve to restrict such employment, they should be addressed and resolved. In addition, incentives should be given to local contractors to hire public housing residents.

ENFORCE SECURITY MEASURES

Special attention should be directed to the establishment of civilian "neighborhood watch" groups, and effective police monitoring, for the protection of public housing residents.

TRANSPORTATION

(March 18, 1989)

DEVELOP FREEWAY IMPROVEMENTS FOR TRUCK TRAFFIC

It is essential that the freeway system be modified to provide a more convenient and efficient alternative to the current unacceptable situation. At present, double-rig trucks from the industrial areas use Third Street and other surface streets running through neighborhood commercial and residential areas. The absence of a direct connection from highway 280 to highway 101 (approaching the Bay Bridge going north) creates a tremendous amount of traffic congestion. We propose that truck traffic issues in South Bayshore be addressed through a regional approach. There is a need for a comprehensive transportation plan covering the entire southeast section of the City from south of Market through Potrero Hill and Central Waterfront to South Bayshore. Such a plan is needed to address the transportation implications of the major growth and land use changes occurring in this section of the city that are likely to continue over the next two decades. More specifically, the plan should consider the feasibility of establishing a connection from highway 280 to highway 101 in the vicinity of the 5th Street and 6th Street approaches to the Bay Bridge. Recent developments in South Beach already are contributing to traffic problems along the Third Street corridor. Development of Mission Bay will exacerbate traffic problems in other parts of the southeast. A comprehensive transportation plan would recommend improvements in freeway and surface streets to facilitate compatibility between industrial and non-industrial uses as more intense urban growth occurs in the southeast section of the city. More immediately, there is a need for better and more clear signs, road markers, and enforcement, to direct truck traffic to designated truck routes.

USE S.P. CORRIDOR FOR PROPOSED LIGHT RAIL SYSTEM

A properly located and designed light rail system can help to motivate more people in South Bayshore to use public transit, while at the same time stimulating social and economic revitalization. The most practical location appears to be S.P. right-of-way westerly parallel to Third Street, which would involve the least disruption to the character and viability of existing residential and commercial areas. This location could also help to alleviate ball park congestion by encouraging more patrons of the park to use public transit. Expansion of the rail system must be linked to other improvements, including:

- upgrading existing stations*
- developing new stations*
- determining potential suitability for linkage to a rapid rail system going to the peninsula*
- creating a feeder system that links each residential neighborhood, employment center, and activity area to the rail line*

The South Bayshore Plan supports development of a light rail system only on the condition that the system contain the above features.

USE CHURCH PARKING LOTS FOR COMMERCIAL PARKING ALONG THIRD STREET

Business merchants, and ministers of churches along Third Street, should form a committee to organize the use of church parking lots for off-street parking, to the benefit of retail establishments during regular business hours. The purpose of the committee would be to identify and solve the problems associated with implementing a parking program, including standardizing parking rates, eliminating legal liability of the churches (when the lots are in commercial parking usage), maintenance, etc. Technical assistance from the San Francisco Parking Authority should be made available.

THERE SHOULD BE A TRANSPORTATION PLAN TO ADDRESS THE MIXED-USE GROWTH OCCURRING ALONG THE INNES AVENUE BUFFER ZONE BETWEEN INDIA BASIN AND HUNTER'S POINT HILL

Policy 4 of Objective 2 under the Land Use element of the draft plan, encouraging healthy mixed-use development along Innes Avenue should be expanded to include a transportation plan for this portion of Innes Avenue.

ECONOMIC DEVELOPMENT (March 25, 1989)

GIVE TOP PRIORITY TO COMMERCIAL AND INDUSTRIAL DEVELOPMENT

The South Bayshore Plan should give high priority to industrial and commercial development in order to create local business and employment opportunities, especially blue-collar job opportunities accessible to the labor force in Bayview Hunter's Point. While housing development is important, it should not detract from or diminish potential industrial and commercial development opportunities. All economic development programs should include concrete measure to help existing local businesses and to provide job training and employment opportunities for local residents, especially our young people.

The City should develop a comprehensive economic development program that aggressively seeks to attract new industries to San Francisco. South Bayshore should be a major target area for this program, since it has the most potential for development in the City.

SEEK DESIGNATION AS ENTERPRISE ZONE

Bayview Hunter's Point should seek federal and state designation as an enterprise zone. Given its strategically advantageous location and land availability, South Bayshore has great economic potential as a regional and international distribution center.

In addition, a special effort should be made to attract firms which provide both semi-skilled and white-collar job opportunities.

DEVELOP DETAILED STRATEGIC PLAN FOR HUNTER'S POINT SHIPYARD

The Port should be given a greater role in the overall economic development effort for South Bayshore. Additionally, the section of the draft plan dealing with Hunter's Point naval shipyard should be revised and updated to reflect the latest federal decision regarding the future of the shipyard. The City, the community, and the Navy should move aggressively to design a detailed plan for development of the shipyard to more productive uses. Priority should be given to attracting new uses that are acceptable to the Navy, provide blue-collar job opportunities for Bayview Hunter's Point residents, and help to strengthen the diversify the economic base of the entire City.

THIRD STREET
(April 1, 1989)

REVITALIZATION POLICIES AND PROGRAMS FOR THIRD STREET SHOULD BE SENSITIVE TO NEEDS OF EXISTING LOCAL MERCHANTS AND PROPERTY OWNERS

Revitalization policies and programs developed for Third Street should be sensitive to the needs of existing local merchants and property owners. There should be a survey of existing merchants and owners to determine their precise needs. Among potential programs, high priority should be given to low-interest loan guarantee programs. At the same time, merchants and owners should assume a more aggressive role in taking self-initiative and providing leadership for revitalization. They should enforce, among themselves, measures to improve the attractiveness of the street, such as efforts to clean up sidewalk areas, discourage loitering, etc.

SUPPORT BEAUTIFICATION OF THE OPERA HOUSE AS A FOCAL POINT OF COMMUNITY REVITALIZATION OF THIRD STREET

The Bayview Opera House is located in the commercial core of Third Street. It is a historically and architecturally significant building in which a wide variety of social, cultural, and artistic activities are held daily, and on a special event basis. The Opera House is optimally situated to serve as a magnet for attracting large city-wide and regional patronage, which in turn expands the consumer market for nearby retail establishments.

The South Bayshore Plan should make beautification of the Opera House a top priority for revitalization of Third Street. It should establish the necessary objectives and implementation actions for such improvement. At minimum, the improvement strategy should include:

- *interior and exterior building upgrades*
- *development of off-street parking to be shared with nearby businesses and institutions*
- *urban design modifications for the area immediately surrounding the Opera House*

Additionally, the Arts Commission should provide greater support for the program activities at the Bayview Opera House, such as holding major city-wide events in the building.

Community education on business and economic development should be an essential part of efforts to revitalize Third Street.

Many of the problems on Third Street stem from a lack of knowledge about finance, business, and economics. Business education programs, such as those provided by the Urban Economic Development Corporation, should be supported and expanded.

THE PROPOSAL TO RESTRICT ADDITIONAL OFF-SALES LIQUOR ESTABLISHMENTS ON THIRD STREET SHOULD BE SUPPORTED

As indicated in the South Bayshore Issues Report, Third Street suffers from an excessive number of stores selling alcoholic beverages for off-premises consumption. The proposal in the draft plan to prohibit any additional stores selling alcoholic beverages for off-premises consumption should be supported.

ATTRACT TO THIRD STREET HEALTHY RETAIL USES THAT PROVIDE ESSENTIAL GOODS AND SERVICES FOR RESIDENTS IN THE SURROUNDING NEIGHBORHOODS

Specific neighborhood-serving retail uses needed on Third Street include a stationery store, copy center, dry cleaner, farmer's market, fabric store, walk-in coffee shop, movie theater, and a business incubator project. In addition, there should be more cultural and ethnic events and performances, especially those which take advantage of talent in the Bay Area, that attract citywide audiences. Physical improvement of Third Street should include provisions for adequate parking and loading zones.

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